INTERNATIONAL
LABOUR
OFFICE
GENEVA

REPORT OF THE
DIRECTOR-GENERAL

ACTIVITIES OF THE ILO 1998-99

INTERNATIONAL
LABOUR
CONFERENCE
88th SESSION
2000

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This report may also be consulted on the ILO Internet site (http://www.ilo.org/public/english/standards/relm/ilc/ilc88/reports.htm).

ISBN 92-2-111505-4
ISSN 0074-6681

First published 2000

Photo credits
ILO: pages 5, 47, 93
ILO/D. Bregnard: pages 12, 66
ILO/N. Jennings: page 25
ILO/J. Maillard: pages 48, 53, 55, 57, 68, 82, 85, 98, 106, 108, 109, 111, 114
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Printed in Switzerland

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Introduction

The ILO Programme and Budget for 1998-99 addresses three main objectives, which therefore provide the framework for reporting in the present document:

- support to democracy and fundamental workers' rights;
- promoting employment and combating poverty;
- protecting working people.

The first three chapters of this Report summarize the ILO's activities in these three priority areas. Chapter 4 concerns the activities of the International Institute for Labour Studies and the ILO's Turin Centre. More detail may be found in Chapter 5 of activities in the five regions: Africa, Americas, Arab States, Asia and the Pacific, and Europe and Central Asia. A sixth chapter describes service and support activities in the Office. The Report also contains a number of annexes covering action taken on resolutions adopted by the International Labour Conference, appropriations and expenditure for the biennium, technical cooperation expenditure, meetings and publications. As with the previous edition, the current Report is available on the Internet, with hyperlinks to a wealth of ILO documentation.

As reported below, late in the biennium, the Governing Body and International Labour Conference decided upon a new strategic approach to the ILO's work in the framework of the Programme and Budget for 2000-01. While a number of activities were launched in 1999 in this new framework, the Report as a whole follows the structure established in the Programme and Budget for 1998-99.

In addition to programmed activities in 1998-99, the ILO intervened during the biennium as major events unfolded in the world labour arena. These developments and the ILO's reactions to them are also described in this Report. One example is the ILO's response to the Asian financial crisis which, through its analysis of the causes and effects of the crisis, helped to draw attention to social issues and the necessity of strengthening democratic institutions in affected countries. Another development was the adoption of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up by the Conference in 1998. For the ILO's constituents the adoption of the Declaration marked a renewed universal commitment to the basic rights and principles that underpin democracy, equity, economic efficiency and sustainable development. For the ILO the Declaration has provided a renewed stimulus and mandate to focus its activities on the fundamental rights for which it has special competence.

The activities carried out in 1998-99 constitute the last episode of the ILO's work in the twentieth century, a century that saw the creation of the Organization, its development into an international centre of reference on labour matters, and the establishment of a substantial programme of technical cooperation and advisory activities. The ILO and its message of peace and progress through social justice remains, despite the social and political upheavals of the last century, as relevant as when it was established in 1919.

Nevertheless, the world of the new millennium presents major challenges. In the last two decades the emergence of globalization, trade liberalization and regional integration have brought changes to the world's economic and social environment that have dramatically affected labour markets, employment patterns and labour relations. Although it was well placed to play a pivotal role in the emerging global economy by virtue of its unique position as the international reference point for knowledge on employment and labour issues, as the centre for standard setting in the world of work and as a platform for international debate and negotiation, the ILO needed to adapt itself to changed circumstances.

The new Director-General's reform process

On taking up office in March 1999 the new Director-General of the Organization, Mr. Juan Somavia, initiated a process of reform and modernization in the ILO at three interlocking levels:

- formulation of a strong tripartite consensus around the Organization's substantive priorities and the main focus of each priority;
- reallocation of budgetary and extra-budgetary resources to implement them through the Organization's programme of work; and
- the corresponding adaptation of the management structures and programme activities to make them operational.

Thus, in addition to carrying out the activities programmed for 1998-99 and described in this Report, the ILO began to prepare itself intensively to take up the challenges presented by the new global economy in the twenty-first century.

Strategic budgeting

The second year of the biennium, 1999, saw the setting in motion of a process of strategic budgeting, in a move away from the previous structure based on 39 major programmes to one centred on four strategic objectives (standards and fundamental principles and rights at work; employment; social protection; social dialogue) and their corresponding operational objectives — each strategic objective contributing to the ultimate goal of decent work for all. Under each strategic objective a number of international focus (InFocus) programmes of high priority, relevance and visibility were identified in order to concentrate and integrate activities already under way while responding to new needs and demands for maximum impact and coverage. The budget review undertaken during 1999 revealed opportunities for increases under some budget envelopes and reductions in others. Changes were introduced in order to reinforce the technical services available to constituents and to provide an increase in resources devoted to gender equality, while resources for policy-making organs, support services and management services were reduced. Development needs and gender dimensions are cross-cutting issues that are taken into account in defining specific activities under all the strategic objectives. The Programme and Budget proposals for 2000-01 that were prepared along these lines met with strong consensus in the Governing Body in March 1999,[1] at the International Labour Conference at its 87th Session in June 1999 (at which the budget was adopted unanimously)[2] and in the Governing Body at its 276th Session in November 1999.[3]

Decent work

The Director-General's Report to the 87th Session of the International Labour Conference entitled *Decent work*[4] sought to focus the energies of the Organization on the major problem of this period of global transition — securing decent work for women and men everywhere. It aimed to bring the four strategic objectives together so as to:

- send out a single message on what the ILO intended to do;
- translate this vision into the realities of programme priorities and capabilities; and
- view the ILO's activities from the perspective of the various regions of the world, thus reflecting the developmental and institutional diversity of people who experience an increasingly common world of work in different ways.

The ensuing Conference debate on this important Report crystallized the consensus of the Organization's tripartite membership on the strategic framework of the ILO and on its ultimate goal of decent work for all, and sent a focused message about the Organization to world opinion.

Restructuring, priority setting and management reforms

In the final semester of the biennium the strategic objectives became the basis for the development of structural reforms and management initiatives. A Senior Management Team was formed at headquarters, the Office's technical programmes were restructured around the four strategic objectives and an internal structure was established for each technical sector. For each operational objective work began on identifying performance indicators, establishing cost-effective ways of measuring progress for each indicator, and setting realistic but challenging targets for achievement within the biennium. An in-depth review of the Office's monitoring, evaluation and reporting system was started with a view to making it more flexible and responsive to the new strategic budgeting framework. Eight InFocus programmes were established after intensive consultation inside the Office and with constituents, both in Geneva and in the regions.

Gender equality

The new Director-General pledged his full support to advance gender equality and to lead efforts to promote a strong consensus on this goal within the Organization. To achieve this aim immediate steps were taken in 1999 to upgrade the Office of the Special Adviser on Women Workers' Questions to the Bureau for Gender Equality reporting directly to the Director-General. The Bureau produced an action plan for gen-

der mainstreaming. In addition, qualified women were appointed to a particularly high proportion of the senior positions that were made available by the creation of the InFocus programmes. The technical sectors took steps to introduce gender mainstreaming as a central part of their work while maintaining important gender-specific projects.

The regions

An exceptional effort was made to involve field staff in the restructuring and priority setting. A review was launched of measures to strengthen field services and to make them even more responsive to ILO constituents and priorities. The purpose of the review was to find means of better integrating and coordinating work under the strategic objectives and to enhance the efficiency and effectiveness of the systems for delivering programmes which service constituents and advance the Organization's objectives.

Support services

Efforts were also made by the support services to improve the quality of their work while identifying savings that could be used for action in favour of constituents. In addition to the savings identified, progress was made in setting service standards so that results-based budgeting techniques applied throughout the Office.

Strategic planning – The 2000-01 biennium

The above management initiatives and structural reforms are continuing and are being reinforced in the 2000-01 biennium, with the strategic objectives as the starting point for strategic planning. As a result of these management reforms, the Organization as a whole had a greater sense of its strategic direction. At the close of the 1998-99 biennium the first signs were already apparent of a streamlining of operations, a more transparent programme and a new climate of openness and participation within the Office.

It was decided that reports on programme implementation should be presented each year to the March session of the Governing Body. A first report would be presented in March 2001 covering the year 2000. A report covering the whole biennium would be presented in March 2002.

Notes

[1] Governing Body doc., GB.274/PFA/9/1.

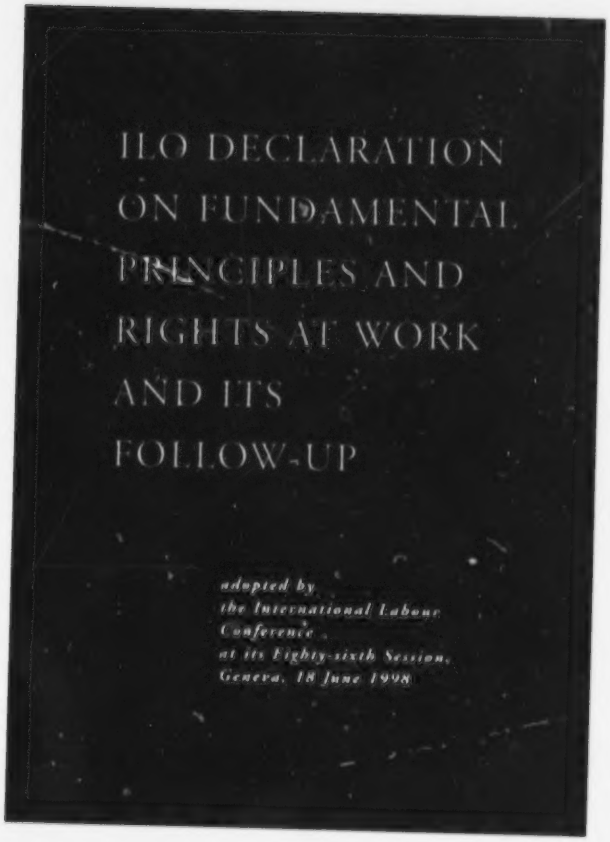
[2] Governing Body doc., GB.274/PFA/9/1, re-issued as a supplement to Report II, International Labour Conference, 87th Session, Geneva, 1999.

[3] Governing Body doc., GB.276/PFA/9.

[4] *Decent work*, Report of the Director-General, International Labour Conference, 87th Session, Geneva, 1999.

1

Promoting democracy and fundamental workers' rights



The ILO Declaration

The adoption of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up by the International Labour Conference in 1998 constituted an important step forward in the ILO's work. The Declaration reinforces the obligation of all member States of the ILO, even if they have not ratified the Conventions in question, to respect, promote and realize the fundamental principles of:

- freedom of association and the effective recognition of the right to collective bargaining;
- the elimination of all forms of forced or compulsory labour;
- the effective abolition of child labour; and
- the elimination of discrimination in respect of employment and occupation.

For the ILO's constituents, the adoption of the Declaration marks a renewed universal commitment to these basic rights and principles, which underpin democracy, equity, economic efficiency and sustainable development. For the ILO, the Declaration has provided a renewed stimulus and mandate to refocus its whole range of advisory and operational activities more closely on the fundamental rights for which it has special competence.

Follow-up to the Declaration

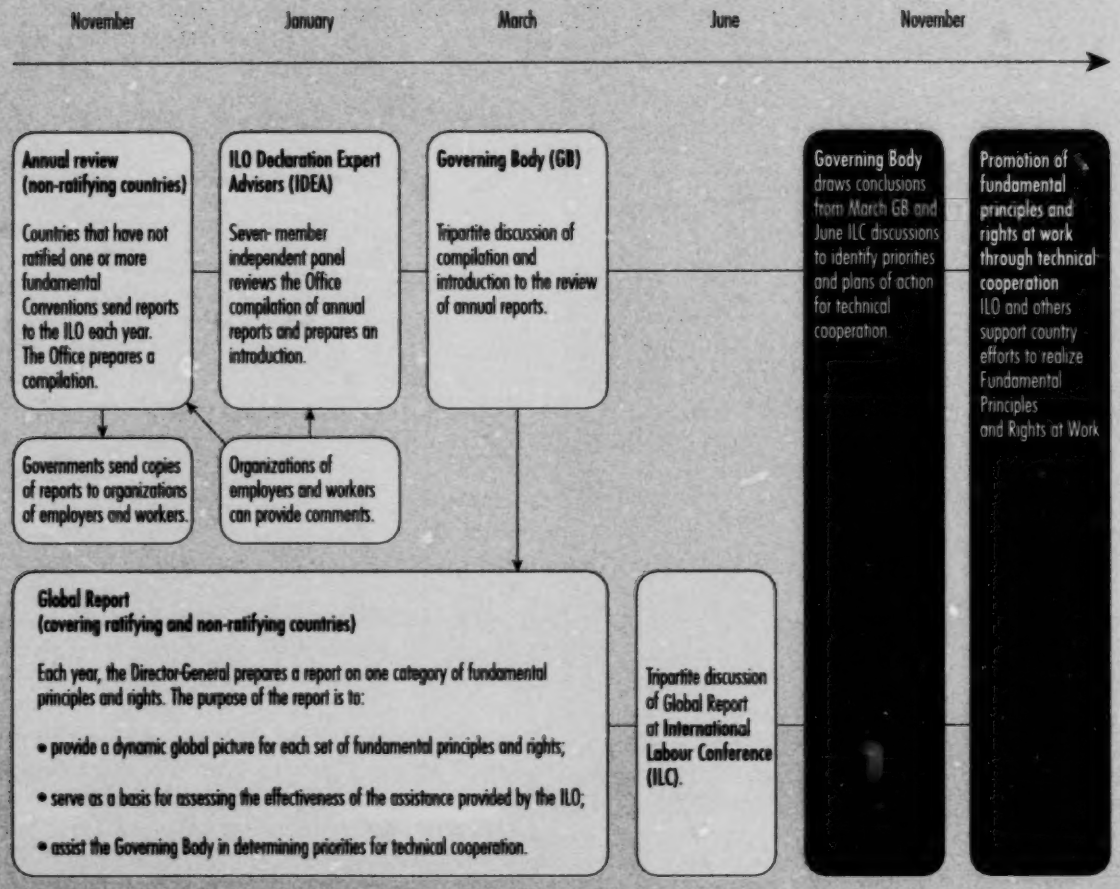
The provisions of the Declaration emphasize that it is a promotional instrument, while adding that labour standards should not be used for protectionist trade purposes. At its 274th and 276th Sessions, in March and November 1999, the Governing Body adopted decisions to make the follow-up operational.

The follow-up consists of a number of activities, ranging from information to technical cooperation. It includes an annual review process based on reporting by States which have not ratified the respective Conventions, as well as the preparation each year of a global report designed to "provide a dynamic global picture" of each of the four categories of fundamental principles and rights in sequence. A group of seven Expert-Advisers will assist the Governing Body in its examination of the country reports, on which employers' and workers' organizations may comment. The global report will be prepared by the Director-General and discussed each year by the Conference.

Operational activities started only in the last quarter of 1999. These included a regional workshop in Dakar in which African countries explored how their reports due under the annual review process could be used as a springboard for a national strategy to respect fundamental principles and rights at work, a national workshop in Uganda on better understanding the links between the fundamental principles and rights in the Declaration and development issues, a subregional

Launching the follow-up to the ILO Declaration

After the adoption of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up by the International Labour Conference on 18 June 1998, the Governing Body approved the report forms for use in the annual review in March 1999. In April 1999 Director-General Somavia requested the first set of replies by 1 November 1999. Thus the 1998-99 biennium marked the beginning of the cycle of annual reports and global reports under the follow-up to the Declaration (illustrated below).


November
January
March
June
November
Annual review (non-ratifying countries)
Countries that have not ratified one or more fundamental Conventions send reports to the ILO each year. The Office prepares a compilation.
ILO Declaration Expert Advisers (IDEA)
Seven- member independent panel reviews the Office compilation of annual reports and prepares an introduction.
Governing Body (GB)
Tripartite discussion of compilation and introduction to the review of annual reports.
Governing Body draws conclusions from March GB and June ILC discussions to identify priorities and plans of action for technical cooperation
Promotion of fundamental principles and rights at work through technical cooperation
ILO and others support country efforts to realize Fundamental Principles and Rights at Work
Governments send copies of reports to organizations of employers and workers.
Organizations of employers and workers can provide comments.
Global Report (covering ratifying and non-ratifying countries)
Each year, the Director-General prepares a report on one category of fundamental principles and rights. The purpose of the report is to:
• provide a dynamic global picture for each set of fundamental principles and rights;
• serve as a basis for assessing the effectiveness of the assistance provided by the ILO;
• assist the Governing Body in determining priorities for technical cooperation.
Tripartite discussion of Global Report at International Labour Conference (ILC).

In his Report *Decent work*, the Director-General highlighted the importance of the ILO Declaration as a tool for sound and equitable development.

workshop on the Declaration in St. Petersburg for the countries of the Commonwealth of Independent States (CIS), and a regional meeting for Asian countries as a first step towards developing national action plans to give effect to the principles in the Declaration, held in Phnom Penh and funded jointly by Japan and the United States.

In addition to beginning the development of promotional material and undertaking briefings for constituents, speakers were provided to the ILO's African Regional Meeting and to the first Global Development Network meeting in Bonn, organized by the World Bank and other sponsors. Advisory missions were undertaken in a number of countries in relation to reporting under the Declaration.

The human rights dimension of crises: Focusing attention on democratic institutions and the nature of a just society ...

The drafting and adoption of the Declaration, as well as the initial action taken to promote its observance, coincided in large measure with the ILO's activities in response to the Asian financial crisis. Indeed, the ILO's response to the Asian and other financial crises, the aftermath of Hurricane Mitch and the reconstruction of Kosovo all served to reinforce cooperation between the ILO, the international financial institutions and other United Nations agencies. Through its prompt action in analysing the causes and effects of the crisis, the ILO helped to focus attention on social issues and on the need to strengthen democratic institutions in the countries affected.

... among constituents ...

At the High-Level Tripartite Meeting on Social Responses to the Financial Crisis in East and South-East Asian Countries, held in Bangkok in April 1998, the ILO's tripartite constituents in the region concluded that tripartism at the national level could play an effective role in building the social consensus required for difficult policy choices. The ILO's major study of the crisis emphasized the need to strengthen democracy, which it saw as being not only good in itself but essential to post-crisis recovery.[1]

The broader debate in many countries in the region, and indeed worldwide, on the nature of a just society has led to certain tangible changes. For example, in his opening remarks to the Governing Body symposium on the crisis, held in March 1999, the Director-General was able to acknowledge the efforts towards progress made in the field of labour and social policy, particularly in Indonesia, the Republic of Korea and Thailand.

... and at the international level

At the international level, although the IMF's initial response to the crisis was to call for fiscal tightening which allowed little room for increases in social expenditure, both the IMF and the World Bank quickly came to take greater account of the social aspects of the crisis. The Managing Director of the IMF, Michel Camdessus, made a strong statement in October 1998 in support of core labour standards as part of the participatory development and democracy on which sustainable growth depends. The IMF's field missions undertaken in the wake of the crisis included consultations with workers' representatives. The World Bank has launched a new development framework to integrate a wide range of social concerns into its development strategies.

Former ILO Director-General Michel Hansenne and Director-General elect Juan Somavia made a presentation on labour policies in a rapidly changing global environment to the G8 Labour Ministers Meeting, held in Washington, DC in February 1999. During the biennium, a cooperation agreement was also concluded between the ILO and the Inter-Parliamentary Union.

High-level dialogue between the ILO and senior executives of the Bretton Woods institutions took place in Washington in October 1998. Since his election Mr. Somavia has maintained regular contact with the World Bank and the International Monetary Fund, which both sent high-level representation to the Governing Body debates in March 1999 on ILO action in response to crisis situations. The ILO now has observer status on both the IMF Interim Committee and the IMF/World Bank Development Committee.

Fuller observance of the ILO's fundamental standards through other organizations was also pursued by the provision of information and advice on standards and on the results of ILO tripartite discussions to other organizations and to constituents participating in their work. In this context, a second briefing was organized in February 1999 for the representatives of Geneva missions, shortly before the 1999 session of the United Nations Commission on Human Rights. The briefing drew the attention of representatives from over 80 missions to the questions before the Commission relating to human rights, for which the ILO is especially competent.

International labour standards

Ratifications of fundamental Conventions

The follow-up to the Declaration specifies that its aim is to encourage the efforts made by Members of the Organization to promote the fundamental rights and principles embraced by the Declaration. It is not, however, a substitute for the ILO's standards or the established supervisory mechanisms. Indeed, the campaign for the universal ratification of the ILO's fundamental Conventions gathered pace, with a total of 83

Ratification of the ILO's fundamental Conventions

During the biennium the following ratifications of the eight fundamental Conventions were registered:

- Forced labour: *Convention No. 29:* Malawi, Oman, Qatar, Saint Vincent and the Grenadines, Turkey, Zimbabwe; *Convention No. 105:* Bahrain, Bulgaria, Cambodia, Chile, Congo, Ethiopia, Indonesia, Kyrgyzstan, Malawi, Romania, Russian Federation, Saint Vincent and the Grenadines, Tajikistan, Togo, Zimbabwe.
- Freedom of association: *Convention No. 87:* Cambodia, Cape Verde, Chile, Georgia, Indonesia, Malawi; *Convention No. 98:* Cambodia, Chile, Congo, Madagascar, Saint Vincent and the Grenadines, Seychelles, Switzerland, Zimbabwe.
- Equality of opportunity and treatment: *Convention No. 100:* Bangladesh, Belize, Cambodia, Congo, Ethiopia, Lesotho, Seychelles, Thailand; *Convention No. 111:* Belize, Cambodia, Congo, Indonesia, Ireland, Kazakhstan, Republic of Korea, Lesotho, Seychelles, Sri Lanka, United Kingdom, Zimbabwe.
- Minimum age: *Convention No. 138:* Albania, Burkina Faso, Burundi, Cambodia, Chile, China, Congo, Dominican Republic, Egypt, Ethiopia, Guyana, Hungary, Iceland, Indonesia, Jordan, Republic of Korea, Kuwait, Lithuania, Philippines, Portugal, Romania, Slovakia, Switzerland, United Republic of Tanzania, Turkey, United Arab Emirates.
- Worst forms of child labour: *Convention No. 182:* Ireland, Malawi, Seychelles, Slovakia, United States. Many other countries indicated their intention to ratify the Convention in the very near future.

ratifications of these Conventions being registered during the biennium. As a result, by 31 December 1999 two member States had ratified eight of the fundamental Conventions, 57 member States had ratified seven, while 49 had ratified six of them. An eighth Convention, the new Worst Forms of Child Labour Convention, 1999 (No. 182), was added to the list of fundamental Conventions after its adoption.

Particular reference should be made to Indonesia, which ratified Convention No. 87 in June 1998. One year later, with the ratification of Conventions Nos. 105, 111 and 138, it became the first member State in the Asia and Pacific region to have ratified seven of the fundamental Conventions. Indonesia has received technical assistance for the implementation of these standards. During the biennium Cambodia became the second member State in the region to ratify the seven core Conventions. Chile undertook a review of the harmonization of its national legislation with ILO standards which resulted in the ratification of Conventions Nos. 87, 98, 105 and 138. By the end of the biennium, the rate of ratification of the fundamental Conventions was quite rapid and began to include Convention No. 182 as well as the other seven.

Steady progress also continued to be made in the ratification of many of the ILO's other Conventions. During the biennium 125 new ratifications of other Conventions were registered, bringing the total number of all ratifications to 6,685 by 31 December 1999.

New instruments

In addition to the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, the following new standards were adopted during the biennium:

- Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189).
- Worst Forms of Child Labour Convention, 1999 (No. 182), and Recommendation, 1999 (No. 190).

Freedom of association

One of the principal elements of the ILO's mechanisms for supervising observance of its basic principles is the Governing Body's Committee on Freedom of Association. The tripartite constituents continued to refer a large number of cases to the Committee in which they alleged the non-observance of the principles of freedom of association. During the biennium the Committee reached conclusions in some 173 cases concerning 60 countries in all regions of the world. In

Cases of progress in the application of the principles of freedom of association

During the biennium the measures noted by the Committee on Freedom of Association as giving effect to the principles of freedom of association included the following:

- Release of imprisoned trade unionists: *China, Congo, Indonesia, Republic of Korea, Mauritania.*
- Withdrawal of proceedings against trade union leaders: *Chile, El Salvador, Mauritius.*
- Reinstatement of workers in their jobs: *Brazil, Morocco, Panama.*
- Registration of national trade union organizations: *Belarus, Cambodia, Indonesia, Republic of Korea, Mauritania.*
- Restoration of property rights to an industry trade union: *Latvia.*
- Positive developments with regard to the restitution of trade union assets: *Chile, Poland.*
- Holding of new elections for trade union and staff delegates: *Côte d'Ivoire, Lebanon.*
- Cancellation of fines imposed on trade unions for their participation in strikes: *Brazil.*
- Decision of the Minister of Labour and Social Development to register the affiliation of FENASEP to the Joint Trade Union Council: *Panama.*

Cases in respect of which the Committee of Experts was able to express satisfaction

During the past biennium, these included:

- Improved protection of women while on maternity leave: *Colombia, Côte d'Ivoire.*
- Continued application of the Forced Labour Convention, 1930 (No. 29): *Netherlands, Zambia.*
- Better application of the Workmen's Compensation (Accidents) Convention, 1925 (No. 17): *Mozambique, New Zealand.*
- Adoption of legislation in respect of work at sea and on waterways, and also of obligations at the expense of the shipowner: *Panama, Tunisia.*
- Better application of the Labour Inspection Convention, 1949 (No. 81): *Algeria, Greece, Jordan, Lebanon, Niger, United Arab Emirates.*
- Improved recognition of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87): *Belarus, Belize, Bosnia and Herzegovina, Burkina Faso, Costa Rica, Kyrgyzstan, Latvia, the former Yugoslav Republic of Macedonia, Nicaragua, Nigeria, Poland, Republic of Moldova, South Africa, Tajikistan, United Kingdom, Yemen, Zambia.*
- Improved legislation in respect of the right to organize and collective bargaining: *Argentina, Greece, Ghana, South Africa.*
- Continued improvement of equal remuneration for the entire workforce: *Barbados, Benin, Ecuador.*
- Adoption of legislation to bring into conformity the provisions of the Maternity Protection Convention (Revised), 1952 (No. 103): *Brazil, Netherlands.*
- Abolition of acts in order to establish better working conditions: *Fiji, New Zealand.*
- Improved rules against discrimination: *Azerbaijan, Niger.*
- Better regulation of advances on wages payable by prospective employers: *Syrian Arab Republic.*
- Increased protection for workers' representatives: *Côte d'Ivoire.*
- Improved use of the Minimum Age Convention, 1973 (No. 138): *France.*
- Introduction of new procedures in cases of termination of employment: *Gabon.*
- Legislation to establish unemployment insurance: *Algeria.*
- Improved protection for seamen unemployed as a result of loss or foundering of a vessel: *Hong Kong, China, Panama.*
- Legislation to protect the safety and health of dockworkers: *Cyprus.*
- Improved rights for workers with family responsibilities: *Portugal.*
- Improved representation of workers: *United Republic of Tanzania.*
- Improved protection of workers by increasing the list of recognized occupational diseases: *Egypt.*
- Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers: *Costa Rica.*
- Improved right of access to employment for women: *Guatemala.*
- Establishment of institutional machinery to improve training, education and working conditions of nursing personnel: *Ecuador.*

many of these cases the Committee confirmed reports of the violation of workers' rights of association and collective bargaining. Both the Committee on Freedom of Association and the Committee of Experts on the Application of Conventions and Recommendations drew attention to serious allegations in respect of countries such as Colombia and Ethiopia.

The work of the supervisory bodies, including the corresponding promotional and training activities, was instrumental in helping constituents achieve progress in applying these important principles, particularly in such countries as Indonesia, the Republic of Korea, and Nigeria. In the case of Nigeria the Governing Body decided to discontinue the procedure which it had initiated under article 26(4) of the ILO Constitution, in view of the substantial progress in the trade union situation noted by the supervisory bodies.

At its 276th Session (November 1999) the Governing Body, after noting an agreement concluded between the Government and the workers' organizations, decided that a direct contacts mission should be undertaken in Colombia and postponed its decision on the institution of a Commission of Inquiry.

Fiftieth anniversaries of the adoption of Conventions Nos. 87 and 98

The biennium marked the fiftieth anniversary of the adoption of both of the ILO's fundamental standards respecting freedom of association, Conventions Nos. 87 and 98, which were adopted in 1948 and 1949 respectively.

The fiftieth anniversary of the adoption of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) was marked by the publication of a special issue of the *International Labour Review*, entitled "Labour rights, human rights", covering the origins and impact of the Convention and its relationship with the Universal Declaration of Human Rights, which was adopted in the same year. The anniversaries of the Conventions were also commemorated by the publication of special issues of *Labour Education*.[2] Guidance on the principles set out in these Conventions continued to be provided to constituents through training and advisory activities, as well as through the publication of a technical guide on freedom of association standards and procedures[3] and the translation of existing reference material into other languages.[4] In addition, a number of publications relating to freedom of association were prepared for publication in the second half of 1999.[5]

Other cases of progress

The Committee of Experts on the Application of Conventions and Recommendations is the centrepiece of the ILO's system of supervising the application of ratified Conventions and of the principles set out in

Tripcrtite consultation at the national level

One of the constant aims of the ILO has been to reinforce tripartism, not only at the international level but also within member States. Many of the ILO's instruments, including the very first Convention adopted in 1919 on hours of work in industry, call for consultation between the social partners at the national level. This aim was formally embodied in 1976 in the Tripartite Consultation (International Labour Standards) Convention (No. 144) and the Tripartite Consultation (Activities of the International Labour Organisation) Recommendation (No. 152). Over the 23 years since its adoption Convention No. 144 has received 93 ratifications, including ten during 1998-99 (Albania, Bulgaria, Chad, Colombia, Congo, Dominican Republic, Fiji, Lesotho, Mongolia, Republic of Korea).

In its General Survey, the Committee of Experts greatly welcomed the fact that, some 20 years after the coming into force of the Convention, "consultation procedures, in one form or another, now exist in the large majority of member States, including those which have not ratified the Convention, and are being further extended in these countries to more and more areas of the ILO's activities". In particular, the Committee of Experts noted that, instead of a certain mistrust of tripartism which it had identified in some countries in its previous Survey in 1982, many countries now emphasize the benefits of social dialogue for the process of the democratization of public life. Indeed, many of the most recent ratifications of the Convention have been by African and Central and Eastern European countries passing through the phase of transition to multipartism and a market economy. The Committee of Experts concluded that "an increased effort to promote the ratification and application of the instruments, with the technical assistance of the Office, where necessary, should make it possible to envisage their universal application in the not too distant future".

Recommendations. At its sessions in November-December 1998 and 1999, the Committee of Experts was able to express satisfaction at the measures taken to improve the conformity between national law or practice and ratified Conventions in 65 cases in 55 countries. Many of these cases concerned the Conventions on freedom of association, as well as other fundamental Conventions. They also included the application of Conventions in such areas as maternity protection, labour inspection, workers' representatives, social security, shipowners' responsibilities, unemployment indemnity (shipwreck) and workers with family responsibilities.

The Committee of Experts continued its dialogue with constituents on problems which it noted in the application of ratified Conventions. The most serious cases raised by the Committee of Experts were discussed by the Conference Committee on the Application of Standards, which in 1998 drew particular attention to problems relating to the implementation of the Forced Labour Convention, 1930 (No. 29), by Sudan, and the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), by Myanmar. In 1999 the Conference Committee expressed great concern over the application of Convention No. 87 by Cameroon, and of Conventions Nos. 29 and 87 by Myanmar.

General Surveys

Each year, as part of its work of assisting constituents in ratifying and improving the application of international labour standards, the Committee of Experts carries out a General Survey on the ILO's standards covering a particular labour issue. For this purpose reports are requested under article 19 of the Constitution from governments which have not ratified the Conventions in question, as well as on the effect given to the corresponding Recommendations. The General Surveys are subsequently examined by the Conference Committee on the Application of Standards.

The first General Survey of the biennium was on the ILO's standards on migrant workers (see Chapter 3 for details). The second was on its instruments dealing with tripartite consultation at the national level on matters relating to the ILO.[6]

Forced labour in Myanmar

The Commission of Inquiry set up by the Governing Body in 1997 to examine the observance by Myanmar of the Forced Labour Convention, 1930 (No. 29), in response to a complaint against the Government of Myanmar made by 25 Workers' delegates to the International Labour Conference, concluded its work in 1998. It found that there was abundant evidence of "the pervasive use of forced labour imposed on the civilian population throughout Myanmar by the authorities and the military" and made several recommendations for action to improve the situation.[7]

The Director-General subsequently reported back to the members of the Governing Body in May 1999 that there was "no indication that the three recommendations of the Commission of Inquiry have yet been followed". In view of the gravity of the situation, the Conference adopted a resolution at its 87th Session deeply deploring the continued infliction of "the practice of forced labour — nothing but a contemporary form of slavery — on the people of Myanmar", and resolving "that the attitude and behaviour of the Government of Myanmar are grossly incompatible with the conditions and principles governing membership of the Organization". It also decided "that the Government of Myanmar should cease to benefit from any technical cooperation or assistance from the ILO, except for the purpose of direct assistance to implement immediately the recommendations of the Commission of Inquiry" and "that the Government ...

Revision of the ILO's existing standards

Since 1995, on the recommendation of its Working Party on Policy regarding the Revision of Standards, the Governing Body has reached a number of decisions regarding international labour Conventions, including:

- confirming the central role of 12 Conventions within the ILO standards system, including the eight Conventions on fundamental rights at work as well as the Conventions on employment policy (No. 122), labour inspection (Nos. 81 and 129) and tripartite consultation (No. 144);
- approving proposals for revision with respect to 15 Conventions;
- considering that 55 Conventions are no longer up to date and inviting States which have ratified the Conventions in question to consider ratifying more recent Conventions and, at the same time, denouncing the corresponding older Conventions;
- deciding to encourage the ratification of an additional 34 Conventions, which continue to correspond to current needs;
- deciding to shelve, with immediate effect, 27 Conventions which no longer correspond to current needs, including five Conventions which it has retained as candidates for possible abrogation and 11 Conventions that have not entered into force. The latter have been proposed to the Conference as candidates for withdrawal. The question of the withdrawal of five of these Conventions is already on the agenda of the 88th Session (2000) of the Conference.

The Governing Body has also reached a number of decisions regarding international labour Recommendations, including:

- deciding that one Recommendation should be revised in conjunction with its related Convention and that this question should be included in the portfolio of proposals for the agenda of the Conference;
- inviting member States to give effect to 17 Recommendations which were considered up to date;
- taking note of the replacement of 11 Recommendations by subsequent instruments;
- noting that 25 other Recommendations were obsolete and deciding that their withdrawal should be proposed to the Conference in due course.

should henceforth not receive any invitation to attend meetings, symposia and seminars organized by the ILO, except such meetings that have the sole purpose of securing immediate and full compliance with the said recommendations, until such time as it has implemented the recommendations of the Commission of Inquiry".

At its 276th Session (November 1999) the Governing Body decided to ask the Director-General to prepare an update to his report of May 1999, and to inform the members of the Governing Body by 28 February 2000 "of the measures taken by the Government of Myanmar to give effect to the recommendations of the Commission of Inquiry, taking into account in its preparation all the comments made by the Government of Myanmar, the information provided by the employers' and workers' organizations, and all other reliable sources". The Governing Body also included in the agenda for its 277th Session (March 2000) a decision as to whether to include on the agenda of the Conference in June 2000 the question of the application to Myanmar of article 33 of the ILO Constitution.

Reviewing existing ILO standards

Work on reviewing the ILO's existing body of international labour standards, with a view to modernizing and strengthening them, continued in the context of the Governing Body's Working Party on Policy regarding the Revision of Standards. The process was given added impetus with the call made by Director-General Somavia in his Report *Decent work*[8] to reinvigorate international labour standards and enhance the ILO's work on standards by, among other approaches, accelerating the revision of outdated instruments, promoting priority standards as problem-solving tools, stepping up efforts to help countries implement ILO standards, enhancing the impact of the supervision of standards and reasserting the role of pertinent ILO standards in the broader world context.

During the biennium the Working Party completed its examination of Conventions adopted prior to 1985. It also commenced its consideration of the ILO's Recommendations, which it should complete during the course of the year 2000. The amendment to the ILO Constitution adopted in 1997, enabling the Conference to abrogate Conventions, had been ratified or accepted by 50 member States by the end of the biennium. Pursuant to article 36 of the Constitution, the amendment will take effect when ratified or accepted by two-thirds of the Members of the Organization, including five of the ten Members which are represented on the Governing Body as Members of chief industrial importance.

Portfolio of proposals for new standard-setting activities

The portfolio of proposals for standard-setting activities included on the agenda of the Conference, which was first drawn up in 1997, contained some 40 items by the end of the biennium. The portfolio is regularly updated in the light of recent developments and of the opinions expressed by constituents on the Office's annual consultation procedure. Over 100 member States have participated in the development of the portfolio, many of which refer in their comments to preliminary tripartite consultations held at the national level.

Standard-setting items selected for inclusion on the agenda of the Conference in 2000 and 2001

At its sessions in March 1998 and March 1999 the Governing Body selected the following new items for discussions by the Conference in 2000 and 2001:

88th Session of the Conference (2000)

- Human resources training and development: vocational guidance and vocational training (general discussion).
- Safety and health in agriculture (first discussion).

89th Session (2001)

- Promotion of cooperatives (first discussion, with a view to the adoption of a Recommendation).
- Social security — issues, challenges and prospects (general discussion).

Information on national legislation and international labour standards

As an important service in support of its standard-setting activities, the ILO continued to provide information to constituents and to the public at large on international labour standards and on national labour, social security and related human rights legislation. The two main vehicles for this service, the ILOLEX database on international labour standards and the NATLEX database on related national legislation, continued to expand during the biennium. Both are available on CD-ROM and on the ILO's website (http://www.ilo.org). From the website statistics, individual requests for information and other forms of feedback, it is clear that the databases are being consulted by institutions, companies and individuals from an increasingly broad range of countries, as well as by multinational enterprises seeking to develop their activities in different countries.

The databases were demonstrated and training in their use was provided as a means of promoting ILO standards in tripartite seminars at the Turin Centre and in all regions of the world. Participants in these seminars, in addition to representatives of governments and employers' and workers' organizations, often included labour lawyers, judges and researchers.

Child labour

The need to eliminate child labour is one of the ILO's fundamental principles around which a very broad consensus has developed in recent biennia. The ILO, which has undoubtedly helped to raise the profile of the issue, has succeeded in using this broad basis of support to set in motion effective action at the international level and in many countries.

The Worst Forms of Child Labour Convention

The high point of the ILO's work in this field during the biennium was the adoption by the Conference in June 1999 of the Worst Forms of Child Labour Convention (No. 182) and Recommendation (No. 190).

In these instruments, which were adopted unanimously by the Conference in plenary sitting, the worst forms of child labour are defined as all forms of slavery, debt bondage, prostitution, pornography, forced recruitment for armed conflict and work which is likely to harm the health, safety or morals of children.

The new instruments were powerfully endorsed at the Conference by a very broad range of speakers, including President Clinton who, in so doing, became the first President of the United States to address the International Labour Conference in Geneva. In undertaking to send the Convention to the United States Senate for ratification, President Clinton reaffirmed that, "by giving life to core labour standards, by acting effectively to lift the burden of debt, by putting a more human face on the world trading system in the global economy, by ending the worst forms of child labour, we will be giving our children the twenty-first century they deserve". The Convention was subsequently ratified.

The Director-General stated on the same occasion that "with this Convention, we now have the power to make the urgent eradication of the worst forms of child labour a new global cause". He followed up this statement shortly afterwards at the high-level segment of the 12th meeting of ECOSOC in July 1999, where he emphasized that "in a world truly lacking in causes to defend the fight against the worst forms of child labour is a cause around which everyone can rally". He therefore invited everyone "to become part of this global effort".

The very broad support received by the new instruments on the worst forms of child labour during their preparation and adoption was soon followed up at the national level. The first ratification was registered from Seychelles in October 1999, followed by ratifications from Ireland, Malawi, Slovakia and the United States before the end of the biennium. Many other member States expressed their intention of ratifying the Convention in the near future. The Convention will now enter into force on 19 November 2000.

ILO-IPEC

The very broad consensus on the need to eliminate child labour was further demonstrated by the continued expansion of the ILO's International Programme for the Elimination of Child Labour (ILO-IPEC). Central to the success of the programme is its cooperation with a wide range of partners at the national, regional and international level, including employers' and workers' organizations, NGOs and multilateral agencies such as UNICEF, backed by strong donor support from over 23 countries and contributing agencies.

With a further nine countries joining during the biennium (Albania, Ecuador, Haiti, Madagascar, Mali, Mongolia, Paraguay, South Africa, Uganda), a total of 38 member States have now signed a Memorandum of Understanding (MoU) with the ILO, thereby committing themselves to work towards the elimination of child labour. Close to 30 countries continued to collaborate with ILO-IPEC in a less formal manner. First-time contributions were received from six new donors during the biennium. IPEC delivered US$22.7 million of technical cooperation in 1998-99.

The Global March

Building on the advocacy campaign against child labour, the centrepiece of which in 1997 had been the holding of the Amsterdam and Oslo Conferences, ILO-IPEC provided support for the Global March against Child Labour.

Starting in Manila in January and ending in Geneva in June 1998, where it was received by delegates attending the Conference, the Global March covered 107 countries, making it one of the most significant campaigns against child labour to have been mounted in recent years.

Progress made by ILO-IPEC

The efforts of ILO-IPEC continue to focus on tackling the worst forms of child labour. The biennium witnessed a substantial increase of targeted efforts in Asia, Africa and Central America. Strategically targeted programmes were initiated for bonded child labourers in Nepal and Pakistan. In Nepal the Ministry of Land Reform and Management established a high-level national task force and five district task forces and a considerable number of children were withdrawn from bondage through various action programmes. Research on the trafficking of children resulted in the design of comprehensive regional programmes for South Asia and the Mekong region. In India integrated area-specific programmes are about to be launched in collaboration with the national child labour project societies in seven districts with a high concentration of hazardous or abusive child labour. In Peru, the Philippines and the United Republic of Tanzania action programmes targeting children in mines and quarries served as a basis for larger programmes in other countries. Action programmes targeting children, mainly girls, in domestic service in Brazil, Kenya, Pakistan, the Philippines and Thailand have pushed the issue higher on the agenda and larger programmes are under development.

Child labour statistics

The development of statistical methods and data on child labour has also been an important element in the ILO's advocacy work at the international level and in guiding action by member States. The production by the ILO during the previous biennium of global estimates of the number of economically active children served to focus international attention on the magnitude of the problem. In particular, the estimate that there are 250 million economically active children between the ages of 5 and 14, or around one-quarter of all children in the age group, has been very widely quoted throughout the world.

Based on the methodology developed in previous years, ILO-IPEC launched the Statistical Information and Monitoring Programme on Child Labour (SIMPOC) in January 1998. The programme's objective is to help member States generate comprehensive and reliable quantitative and qualitative data on child labour in all its forms, as a basis for the development of policies and programmes to overcome the problem. During the five-year programme, it is planned that SIMPOC will help around 50 countries undertake surveys which will:

- serve as essential tools for identifying the reasons for child labour;

National child labour surveys

During the biennium, staff of national statistical offices and labour ministries in 15 countries were trained to collect data on child labour using the ILO-IPEC Statistical Information and Monitoring Programme on Child Labour (SIMPOC). Surveys on economically active children were carried out for the first time in:

- *Portugal*, where the survey found that in October-November 1998 over 43,000 children aged between 6 and 15 (or nearly 4 per cent of the age group) were engaged in economic activities. The results of the survey were disseminated at a high-level national seminar, with participation at the ministerial level and by officials from several statistical offices and ministries of labour from the European Union.
- *Ukraine*, where the survey found that in the second quarter of 1999 over 500,000 children aged between 7 and 17 (or nearly 6.2 per cent of the age group) were engaged in economic activities. The results of the survey were disseminated at a high-level national seminar, with participation at the ministerial level.

- determine the magnitude and nature of the problem;
- facilitate the development and monitoring of policies against child labour;
- inform the public and generate awareness of the issues involved; and
- promote the campaign against child labour at the global and national level.

SIMPOC will also work closely with other international organizations, particularly UNICEF and the World Bank, and with NGOs. A working arrangement was concluded in early 1999 with UNICEF for joint activities on child labour statistics and related activities in Latin America and the Caribbean. A process has also been launched of inter-agency research collaboration and information-sharing between ILO, UNICEF and the World Bank for the development of new strategies to understand children's work and its impact.

Child labour agreements in selected industries

One major development in combating child labour has been the launching of sectoral agreements in which industry associations undertake to implement programmes in collaboration with ILO-IPEC for the progressive elimination of child labour, with the children going to school and employment opportunities being generated for their parents. Based on the experience in the carpet sector in the Punjab, Pakistan, and the garment industry in Bangladesh, a high-profile initiative was launched to combat child labour in the soccer ball industry in Sialkot, Pakistan.

Mainstreaming successful approaches and achieving sustainability of impact

Since it was first launched in 1992, ILO-IPEC has implemented over 1,000 action programmes, which have served to raise awareness of the problem of child labour at the national and international level, demonstrate the type of action that can be taken and develop a broad range of instruments for use in addressing the issue. A number of IPEC participating countries have made a serious effort to mainstream the lessons learned from these experimental action programmes, either by making allocations that support IPEC initiatives or by incorporating models into large national

Eliminating child labour in the soccer ball industry, Sialkot, Pakistan

Prior to the 1998 soccer World Cup in France, a campaign was launched to raise media attention regarding the involvement of children in the manufacture of soccer balls. This led to an initiative by the Sialkot Chamber of Commerce and Industry (SCCI) in Pakistan to prevent and eliminate child labour from the Sialkot soccer ball industry.

A partnership agreement was signed by the ILO, UNICEF and the SCCI in Atlanta, United States, in February 1998. ILO-IPEC was made responsible for the overall management of the project in partnership with a local NGO, the Bunyad Literacy Community Council (BLCC), and the SCCI. The main components of the project include:

- the setting up by participating manufacturers, within a specified time frame, of stitching centres in the villages concerned, to draw the work away from individual houses;
- the withdrawal of all stitchers under the age of 14 and the offer that they can be replaced by a qualified adult family member;
- the placement of all the children withdrawn from stitching work in the special social protection programme set up by the project, which is based on the establishment of a network of village education and action (VEA) centres; and
- the development, in collaboration with the industry, of a specific monitoring system to ensure that the terms of the agreement are being respected and that targets are being met.

The project has been significant in a number of respects:

- for the first time an international industry, together with its suppliers, has turned to international organizations to address the child labour issue and has demonstrated its commitment by making a financial contribution to support prevention, withdrawal and rehabilitation efforts;
- the industry has cooperated in implementing an internal monitoring system;
- the number of participating manufacturers has risen from 15 at the time of the agreement to 34 within the first year and 52 in the second year; and
- other industries, and particularly the carpet industry in Pakistan, have been encouraged to develop similar programmes.

The ILO's monitoring programme shows that targets are being met, and some 6,000 children had been placed in the social protection programme as of August 1999.

Mainstreaming successful approaches to combating child labour

In some of the countries with which ILO-IPEC has been collaborating for a number of years, the progress achieved is shown by the effort made to mainstream successful approaches to combating child labour that were originally pioneered in ILO-IPEC action programmes. The countries concerned include:

- *Brazil*, where ILO-IPEC was instrumental in 1994 in the establishment of the National Forum for the Prevention and Eradication of Child Labour (composed of representatives of the Ministry of Labour, government agencies, employers' and workers' organizations and NGOs) and in the development of integrated action programmes (PAIs) to combat child labour, particularly in the charcoal, sisal and sugar cane industries. It is estimated that, through these PAIs, more than 10,000 children have been withdrawn from hazardous work and enrolled in schools. PAIs are now being replicated throughout the country in these and other hazardous industries.
- *Indonesia*, where part of the Government's nationwide poverty alleviation programme involves assisting households in nearly 21,000 backward villages through credit schemes and income-generating activities. ILO-IPEC developed and implemented a component integrating child labour concerns in six target provinces. As part of this initiative, some 240 facilitators received training, held consultations with parents and helped to identify 3,000 children who were removed from work, awarded scholarships by the provinces and integrated into the school system. Other provinces have now started to replicate the programme. Even during the Asian financial crisis funds continued to be mobilized for the programme, and discussions have been held with the World Bank and the Asian Development Bank with a view to further developing the approach in larger government programmes.
- *Thailand*, where an ILO-IPEC project developed in 1993 in Sri Saket Province, in the eastern part of the country, involved teachers and the local community in the prevention of child labour and of a high incidence of child migration to cities in search of jobs. Classroom material was developed to teach children about the effects of child labour on their health and safety and about the laws applicable to them, while teachers worked with parents in reaching decisions about their children's schooling. Based on this experience, the Thai Ministry of Education decided in 1998 to integrate a child labour component into the primary school curriculum throughout the country, with special promotional activities focusing on four provinces with a high incidence of child labour and school drop-outs. The impact of this action has been seen in the increased number of children who are continuing their studies at the secondary school level and in the development of an active networking process among trained schoolteachers.
- *Turkey*, where ILO-IPEC helped the municipality of Greater Ankara establish a centre for children working on the streets of Ankara. When financing ended in April 1997, the municipality continued to operate the centre, one of whose major achievements has been to return 1,200 children to the basic education system over a period of three years. Another similar centre has also been set up in Diyarbakir, which is a focus of rapid urbanization as poor rural families seek work in the city and therefore has a high incidence of children working and living on the streets. Two educational models developed in the previous ILO-IPEC action programme are being replicated in Diyarbakir: the establishment of a learning centre for children to support their formal education, and the implementation of a child-to-child programme to provide the children with life skills.

development programmes. Examples include the child labour component of the so-called backward villages programme in Indonesia, the development of a child labour curriculum for primary schools in Thailand and the Centre for Working Children in Ankara, Turkey.

Tripartism and social dialogue

Just as the Asian crisis served to focus renewed attention on the importance of democratic institutions and social dialogue, the ILO's response to the crisis provides a good illustration of many of the methods that it uses to strengthen the social partners and social dialogue in the handling of vital social and economic issues.

Supporting the social partners in a crisis situation

Employers' organizations were assisted in developing strategies for enterprise survival, job preservation and creation, and human resource development strategies. Support was likewise provided to trade unions to help them analyse the impact of the financial and economic crisis and develop a trade union response strategy as a basis for playing a more effective role in tripartite dialogue at the national level and with the international and regional financial institutions. At the same time, assistance in the region was designed to develop mechanisms for social dialogue and to extend them to such areas as dispute settlement and wage determination. The ILO provided substantial support in the process of labour law reform and the development of dispute prevention and resolution mechanisms in Indonesia (see box 17). (More detail on the ILO's response to the Asian crisis is to be found in Chapter 5, Asia and the Pacific.)

Negotiating flexibility

More general guidance took the form of a publication on the role of collective bargaining in negotiating greater flexibility in the labour market.[9] Based on 22 country studies of both industrialized and developing countries, the book discusses the extent to which the labour market is in practice becoming more flexible and the role that collective bargaining is playing, or can play, in the process of introducing flexibility.

The survey's main conclusion is that, to be successful in this respect, collective bargaining must be

adapted to the requirements of flexibility and, in particular, that:

- collective bargaining cannot be a highly adversarial process if it is to be instrumental in developing the high-trust relationships between management and individual employees which are vital to maximizing the commitment of employees to continuous improvement;
- a collective bargaining process which integrates elements of joint problem solving tends to be more successful in introducing labour market flexibility than a collective bargaining process that merely establishes rights and procedures; and
- collective bargaining tends to be more effective in enhancing labour market flexibility when decentralized bargaining is supported by mechanisms of coordination at a higher level, and governments can play an important role in promoting such higher-level coordination.

Honduran Electronic Employment Exchange

The Bureau for Employers' Activities set up an electronic employment exchange in Honduras' leading employers' organization, the Honduran Council for Private Enterprise (COHEP), in the form of a database linking labour supply and demand. The exchange, which can be consulted on the Internet, basically registers jobseekers, but it also includes job vacancies. It provides complete information on the human resource profiles available and classifies jobseekers according to their professional skills and experience.

The exchange, which was widely promoted through the media, provides the opportunity for entry or re-entry into the labour market for women and men, semi-skilled and skilled workers alike.

The launch of the exchange coincided with the blow that Hurricane Mitch dealt to the Honduran economy and provided an effective response to the urgent need to find work faced by people who became unemployed when a high percentage of the country's infrastructure was damaged or destroyed. In its first months of functioning, 80 per cent of those registered with the exchange found a job, entailing over 3,000 placements; the exchange is now registering increasing numbers of jobseekers.

Employers' activities

In more general terms, the assistance delivered to employers' organizations throughout the world resulted in about 20 of them formulating for the first time strategic plans for their future development, thereby opening the door to more focused technical support from the ILO in a broad range of fields. A guide to strategic planning in employers' organizations was also produced for use in training activities.[10]

Based on the strategic planning process, the ILO assistance provided to employers' organizations is designed to strengthen their capacity to provide services to their members. These capacity-building activities focus on a number of areas in which there is a recognized demand by employers, including industrial relations, human resources development, productivity improvement, enterprise development and safety and health. Training materials have been developed in these areas and training activities and workshops continued to be carried out at the national and regional level, as a result of which many employers' organizations have been able to improve the services that they provide to their members, or to start providing services in new areas.[11]

Strengthening the capacity of employers' organizations

Countries where progress has been achieved by employers' organizations with the assistance of ILO strategic planning and capacity-building activities include:

- *Malaysia* and *Sri Lanka*, where the employers' organizations have established focal points for occupational safety and health, while 15 other employers' organizations have drawn up plans to provide services to their members in the field of safety and health;
- *Mongolia*, where the employers' organization has established a training department which has developed the capacity to implement the ILO's Work Improvements in Small Enterprises (WISE) programme; and
- *Viet Nam*, where the Chamber of Commerce has set up a bureau to deal with social policy issues and has started to play an industrial relations role.

Another important function carried out by employers' organizations is lobbying to obtain a policy and legal environment that is more conducive to enterprise development and employment creation. Many employers' organizations were provided with information on trends and developments in other countries to help them in their own policy formulation activities. In view of the critical stage reached in policy development in many transition countries, training was provided to employers' organizations in China, Mongolia and Viet Nam on representing employers' interests through lobbying and social dialogue. A subregional seminar in Central America covered the issue of lobbying for an enabling labour market environment. At the Eighth Pan-African Conference of Employers' Organizations, held in Dakar in May 1999, the participants focused on building competitive economies, mobilizing financial resources, developing human resources and strengthening employers' organizations. They identified both constraints and opportunities facing their countries, and resolved to turn African enterprises into the driving force behind economic growth and the main generator of wealth, income and jobs.

With a view to helping employers' organizations address their major challenges, an International Symposium on the Future of Employers' Organizations was held in Geneva in April 1999.

In its work to promote the integration of gender issues in the work of employers' organizations, the ILO developed a dual approach: encouraging employers' organizations to design and implement policies to pro-

Conclusions of the International Symposium on the Future of Employers' Organizations

Constant and rapid change of the business environment of enterprises presents employers' organizations with many challenges, as well as with opportunities to increase their relevance and usefulness to enterprises. In this new environment:

- globalization has resulted in pressure on business to demonstrate greater social responsibility — employers' organizations have a unique advantage in the service they can render in this area;
- new participants are emerging in the development of public social policy — employers' organizations have to build relationships, alliances and networks with them as well as new relationships with their traditional partners, the trade unions and governments;
- there is a need to incorporate enterprises that are not traditionally their members, especially the self-employed and informal sector producers;
- the core role of employers' organizations, as the voice of business and the expression of employer solidarity, remains as vital as it has ever been. However, they must also develop more direct services to enterprises, and learn to compete on the open market with other providers of such services.

mote equal treatment for women and men in the workplace, and educating and training women managers to develop an entrepreneurial spirit so that they can increase their participation in private sector activities.

Sensitization to gender issues, changes of attitudes and recognition of the value of integrating gender equality in business were promoted through training activities and the dissemination and translation of training materials in a number of countries.[12] Technical assistance was provided to employers' organizations in several regions for this purpose. In particular, a technical cooperation project was carried out in Bangladesh, India, Kenya, Mauritania, the Philippines and Seychelles. Preliminary studies were carried out on the gender situation in each country as a basis for developing plans of action for the promotion of gender equality.

Employers' organizations and gender equality

With assistance from the ILO, a number of employers' organizations took important steps during the biennium to promote gender equality and the mainstreaming of gender issues. These include:

- the appointment of focal points on gender equality issues in the employers' organizations in India, Mauritania and the Philippines;
- the adoption of a public statement of commitment on the importance of gender equality in the workplace by the employers' organization in the Philippines;
- the incorporation of sessions on gender equality in the existing human resources development training programmes in employers' organizations in Bangladesh, Kenya, Mauritania and the Philippines;
- the development of a code of conduct for employers on gender equality by the employers' organization of Mauritania;
- lobbying for the ratification of Convention No. 100 by the employers' organization in Bangladesh, (the Government has since ratified the Convention); and
- lobbying by the national employers' organizations in Kenya and Seychelles for the inclusion of anti-discrimination measures in government policies and national legislation.

In response to the increasingly proactive attitude adopted by employers and their organizations to the issue of child labour, the ILO continued to provide employers' organizations with guidance and assistance in identifying strategies and mobilizing action. With assistance from the ILO, employers and their organizations have played an important role on the national steering committees set up within the framework of ILO-IPEC and in the implementation of a number of ILO-IPEC action programmes. A Declaration was adopted at a regional meeting of Latin American employers (held in Bolivia in October 1998) which:

- calls upon governments to adopt policies that reduce the size of the informal sector, in which child labour is concentrated;
- urges national authorities to declare basic education to be compulsory and to develop structures which can provide young persons with training that prepares them for the world of work;
- supports the provisions of Convention No. 138 and any national provisions setting equivalent or higher standards, as well as any measures to eradicate immediately the worst forms of child labour; and
- requests the ILO to mobilize the necessary resources to support action programmes proposed by employers.

Workers' activities

Much of the assistance provided by the ILO to workers' organizations throughout the world is designed to reinforce their workers' education structures and courses. In the training activities organized by the ILO, particularly in cooperation with the Turin Centre, emphasis continued to be placed on information about the ILO and its fundamental standards, including the ILO Declaration, as well as on the adoption and efficient use by trade unions of the latest information technology techniques.

The ILO conducted a series of activities in the regions and at the Turin Centre to help trade unions adopt information technology in their work. As a result, the use of information technology is now being considered by many trade unions which had not previously done so. The ILO has helped several of them to prepare an information technology development plan. Examples of the progress made in this respect include the Ghana Trades Union Congress, the General Federation of Nepalese Trade Unions (GEFONT) and the

Building trade union capacities through ILO workers' education activities

In addition to strengthening the education structures of trade unions, the ILO's workers' education programme builds their capacities in other areas. Recent examples include:

- *India*, where, based on the development of structures in participating unions to run activities on women workers' issues, a large number of women's committees have been set up at various levels, such as village and area committees, which have addressed women's work-related and domestic problems and have led to a significant rise in women's membership of the trade unions concerned;
- *Kiribati*, where ILO training activities have led to the development of plans for the amalgamation of national unions and the strengthening of the Kiribati Trade Union Congress; and
- *Mozambique* and *Uganda*, where training activities to strengthen collective bargaining capacities in national unions have resulted in a substantial increase in the number of collective agreements concluded in the public and private sectors, (previously declining in Uganda as a result of privatization and non-existent in Mozambique).

Inter-Trade Union Assembly — Workers' National Convention (PIT-CNT) in Uruguay, which have started using e-mail in their work and have launched, or are considering launching, their own websites.

International Symposium on Trade Unions and the Informal Sector

The symposium, held in October 1999, was attended by more than 50 trade unionists, including representatives from 28 national trade union centres and a number of observers from international trade union organizations and international trade secretariats. Being the first meeting organized by the ILO specifically for trade unions on this subject, it provided participants from all the regions with a unique platform to exchange views and experiences on the informal sector and to begin developing a coherent strategy in response.

The first outcome of the meeting consists of a detailed set of recommendations drawn up by the participants, which set out the framework for future trade union intervention in this field. These recommendations refer both to internal trade union policies that should be enforced to organize informal sector workers effectively and to policy proposals for governments and international organizations as to how national and international policies in areas such as labour standards and labour legislation, economic policy and social protection should evolve so as to transform the informal sector activities progressively into more productive, organized and socially responsible enterprises.

Another important outcome of the symposium was a set of clearly articulated demands from the trade union movement to the ILO with regard to technical assistance and policy for the informal sector. A framework has accordingly been established for increased cooperation at headquarters and in the field structures between ACTRAV and the ILO's technical programmes with respect to future informal sector activities.

Workers' organizations lobbying for international labour standards and principles

Trade unions are often among the most active members of civil society campaigning for the more widespread and improved observance of international labour standards. Some examples of their activities during the biennium include:

- *Bulgaria*, where the Confederation of Independent Trade Unions has launched a nationwide campaign to promote the ILO Declaration which has included cooperation with the labour inspectorate in order to draw attention to serious cases of violations of workers' rights; and
- *Brazil*, *Chile*, *Costa Rica* and *Peru* where, following training and information sessions, the national trade union movements have launched awareness campaigns within the movement and at the national level to promote the Declaration and the ratification and application of international labour standards.

Raising environmental awareness in trade unions

A project completed during the biennium was designed to encourage trade unions to carry out workers' education programmes on environmentally sustainable development and to promote their participation in the respective consultative and decision-making bodies at the enterprise, local and national level. While the project focused on international trade secretariats, activities were also undertaken in 13 countries. The final evaluation of the project found that, as a result of the assistance provided:

- more international trade union organizations are running training programmes on environmentally sustainable development issues;
- many of the national trade union centres covered by the project have adopted policies, strategies and action plans on sustainable development;
- trade union participation in national advisory bodies on sustainable development issues is now found in Eritrea, Ghana, the Philippines, Zambia, Zimbabwe and several Caribbean countries, whereas it was rare before the project commenced;
- many occupational safety and health (OSH) committees in the countries concerned have included environmental issues on their agenda, thereby becoming occupational safety, health and environment (OSHE) committees.

The project's networking activities have also had a significant impact. One example is India, where the national trade union centres, which had not previously cooperated due to religious and political differences, have established the Trade Union Partnership for Environmental Protection. Trade union representation on national advisory committees on environment is also reported to have been .ccepted in India.

Combating child labour in the tobacco growing sector

In a project carried out in cooperation with the International Confederation of Free Trade Unions (ICFTU), working through the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF), trade unions in Malawi were made aware of the child labour problem in the tobacco growing sector. The IUF Tobacco Workers Trade Group Conference, held in October 1998, adopted a plan of action directed, in particular, at the Tobacco Tenant Workers' Union in Malawi, which included the following measures:

- the holding of awareness-raising workshops;
- a research programme to identify, among other issues, companies using tobacco produced by child labour in Malawi;
- the production of a video on child labour in the tobacco growing sector; and
- an international campaign against child labour in the sector.

These activities led to the adoption of a joint statement by the IUF and the International Tobacco Growers' Association (ITGA), which was signed and witnessed at the ILO in June 1999. The statement recognizes the need to end the use of child labour in the sector and includes a commitment to achieve best practice in relation to both agricultural production and internationally recognized employment standards and workers' rights. The signatories "agree to seek to establish a joint programme of research, information exchange and action in order that internationally recognized standards can be fostered in countries where tobacco and related crops are grown".

Gender issues

One area of particular emphasis during the biennium was to reinforce the focus on gender and equality concerns throughout the ILO's activities in support of workers' organizations, as well as through specific activities addressing women workers' issues. A guide was published on developing gender equality through collective bargaining and was used in seminars and workshops.[13] Gender training workshops were held in Kampala and Penang for Africa and Asia, respectively. At two subregional African seminars participants were asked to develop a plan of action to increase the participation of women at all levels in their unions. The implementation of the plans will be closely monitored and their impact will be evaluated in 2001.

A regional project was also carried out to strengthen trade union action on women workers with a view to eliminating child labour. The project covered Indonesia, Thailand and Viet Nam and focused on: developing materials in local languages, including the translation of international labour standards; developing curricula for workers' education programmes on gender; conducting courses for trainers; and organization awareness campaigns for trade union members on gender issues and the harmful effects of child labour. These activities resulted in a marked increase in the number of women taking a leadership role in trade unions at all levels, from grass-roots to national trade union centres. For example, the textile and plantation workers' organizations in Indonesia reported an increase in the number of women conducting educational activities. In Thailand and Viet Nam women now occupy 30 per cent of leadership positions in trade unions.

Trade unions combating child labour

The ILO's efforts to promote trade union activities against child labour at both the national and the international level led to a reinforcement of the cooperation between trade unions and ILO-IPEC. A number of national and subregional training activities were organized in cooperation with the international trade secretariats to mobilize trade union action on child labour and strengthen their advocacy of the respective standards, with particular reference to the newly adopted Convention No. 182.

During the biennium an interregional project, carried out in cooperation with international sectoral trade union organizations and their affiliates at the national level, continued to focus on such areas as child labour surveys, the production of training and campaign materials and the organization of workshops and training programmes on child labour issues.

Labour law and labour relations

Constituents continued to be offered advice and guidance to help bring their labour legislation into line

Social dialogue and labour legislation in Indonesia

Following a change in political leadership in the first half of 1998, Indonesia ratified Convention No. 87, received an ILO direct contacts mission, issued Ministerial Regulation No. 5/1998 establishing a new system of trade union registration, released imprisoned labour activists and deferred implementation of the controversial Manpower Act 1997 in view of the concerns raised by the ILO and the social partners.

The Indonesian Government then set in motion a process of labour law reform based on broad social dialogue involving tripartite-plus workshops, a tripartite drafting committee and the examination of draft legislation by a national tripartite committee. By the end of the biennium, this process had led to:

- the preparation of a draft ministerial regulation on workers' organizations, which has been discussed in a tripartite-plus forum, and remains pending;
- the commencement of the revision of the Manpower Act;
- the development of a draft dispute settlement law, which is being finalized following recent tripartite-plus consultations;
- the holding of a series of tripartite-plus consultations on a new migrant workers' law, which is in the process of being drafted; and
- the launching of a tripartite-plus consultation process with a view to the revision of the Social Security Act.

Russian Federation — Wage policy reform

In the course of transition the Russian Federation faced a number of challenges in the field of wage and income policy reform. Assistance was provided to the Ministry of Labour and Social Development on:

- the ratio of the level of wages to the GDP, which according to the Government was significantly lower than in other countries;
- the introduction of an hourly minimum wage;
- wage differences at the regional and sectoral levels;
- the wages of enterprise directors;
- the non-payment of wages; and
- public sector wages.

An ILO consultative mission to Moscow in February 1999 undertook substantive analysis and the results were formulated in a substantive analytical report,* with a set of recommendations to the Government of the Russian Federation concerning the following major areas:

- remuneration for work as a share of GDP;
- minimum wage;
- non-payment/delay in payment of wages; and
- monitoring of wages of enterprise managers.

These recommendations were discussed in a tripartite workshop in Moscow in October 1999. Subsequently, the ILO assisted the Government in implementing the recommendations on wage and income policy of the International Conference on Social and Labour Issues held in Moscow in October 1999. To this end, a project document was submitted to the donor community in early 2000.

* *Assistance provided by the ILO to the Russian Federation in the field of wage policy: Analytical report containing recommendations to the Minister of Labour, Mr. Kolashnikov*, by Y. Ghellab and M. Sollogoub, 1999.

with ILO standards, particularly those on freedom of association and collective bargaining. Beneficiary countries included Indonesia, Mauritius and the Russian Federation.

In Indonesia, following the ratification of Convention No. 87, assistance focused on the revision of the Manpower Act and the drafting of the Trade Union Bill and the Labour Dispute Settlement Bill. In the Russian Federation, detailed comments were provided on a draft Labour Code and a national tripartite seminar was organized for its discussion. All three countries were supported in the revision of their national pay determination systems.

Building on its experience over the past two biennia in the creation of the South African Commission for Conciliation, Mediation and Arbitration, the ILO helped to promote industrial relations, peace and stability in Lesotho and Namibia through the development of a legislative framework for dispute settlement. Following the measures taken in the previous biennium to develop social dialogue in Benin, Burkina Faso and Côte d'Ivoire, activities were undertaken in several other French- and Portuguese-speaking African countries to reinforce the national machinery for tripartite consultation.

Labour administration

There is a striking contradiction between the weakness of labour administrations throughout the world and the needs that are voiced and that come within its purview. The consequences of the recent economic crisis in Asia are very much a case in point and they have given many of the potential donors reason to think that there should be a better balance between social and economic considerations. This is precisely where labour administrations can play an important role, provided they focus on priorities and make effective use of the increasingly scarce resources at their disposal.

Labour administrations can and must be closely associated with any attempt to make the State more responsive to the needs of workers and enterprises.

The ILO's activities in this area were directed mainly at providing labour administrations in general, or employment and labour inspection services more specifically, with information, diagnostic analyses and technical cooperation.

The ILO is especially concerned that its constituents should have access to relevant information on innovative practices or examples of the organization of labour administrations in various parts of the world. It has accordingly set up a database on labour administration systems that will be built up over the years with regularly updated data from many different countries. A major publication has also been prepared on best practice in several countries; it analyses recent innovations in the face of globalization and the use of new technology and shows how labour administrations can make a useful contribution to development. Diagnostic missions on the labour administration system as a whole, or on certain aspects of it (e.g. labour inspection, employment services) visited many countries, including Benin, Dubai, Ethiopia, Guinea, Kenya, Republic of Korea, Senegal and Thailand. The visits were usually followed up by cooperation activities.

The technical cooperation programmes on strengthening and modernizing the labour administration in Albania and Central America continued.

Given the fact that the Labour Administration Convention, 1978 (No. 150), is to be the framework for future activities in this field, a major campaign promoting the standard has been undertaken. Among other things, some ten ministries of French-speaking African countries have called for a joint declaration in

Modernizing labour administrations in Central America (Belize, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, Panama)

The objective of this three-year project is to contribute to the development and democratization of the region, on the one hand by seeing how the labour administrations can be reorganized so as to respond properly to the social demands of the workers and employers and, on the other, by promoting a form of social dialogue and tripartite consultation that is conducive to equitable economic progress.

During the biennium the countries concerned received support in the reorganization of the ministries responsible for labour administration, in the improvement of their management and in the training of the management staff and officials. Several national and regional seminars and training courses were organized, and an electronic labour exchange project for all the countries is currently under way.

With the participation of the social partners, two countries amended the laws governing their ministries; they also adopted new public service statutes and new administration career regulations. Target reform projects have been approved for the other countries, and other reforms are in the process of being adopted.

The Dominican Republic ratified the Labour Administration Convention, 1978 (No. 150).

It is planned to extend the project to the end of 2002.

favour of the application and possible ratification of the Convention.

Finally, with an eye to strengthening social dialogue, a programme has been launched to support and train those secretariats of tripartite consultation bodies that come under countries' labour administrations.

Labour inspection

Rapid change and innovation in the working environment continue to pose major problems for labour inspectorates everywhere. At the same time, labour inspectorates have been under the same pressure as public administration in general. The constraints include reductions in public spending, drives towards lean administration, calls for greater accountability and transparency, and the decentralization of responsibilities. In response, labour inspectorates have been forced to innovate and seek new partnerships. One of the key elements in the responses made by labour inspectorates in a number of countries has been to increase their role in prevention, in place of their more traditional reactive role of taking action once accidents and violations of the relevant legislation have occurred.

Towards the beginning of the biennium the ILO published a paper reviewing the experience of advanced labour inspection systems in around 25 industrialized and developing countries in the adoption and application of prevention strategies.[14] The paper documents experiences in prevention involving a wide range of activities, including initiatives to promote partnerships between employers, workers' representatives and other experts and competent government bodies with a view to identifying hazards and violations at the workplace. A parallel approach is to use sanctions as instruments of improvement, for example by negotiating lower rates of fines and other penalties in exchange for a commitment to set in motion mechanisms for the improvement of safety, health and working conditions.

The publication was used to promote the preventive role of the labour inspectorate in several meetings and in advisory and technical cooperation activities in various countries. A guide for labour inspectors, incorporating the principles set out in the above paper, was also prepared and will be published early in the biennium 2000-01.

ILO standards on labour inspection

The ILO's objectives in the field of labour inspection are set out in the Labour Inspection Convention, 1947 (No. 81), and the Labour Inspection (Agriculture) Convention, 1969 (No. 129), and their corresponding Recommendations. With over 120 ratifications Convention No. 81 is one of the ILO's most widely ratified and influential Conventions. The Protocol of 1995 to Convention No. 81, which has now received seven ratifications, came into force during the biennium.

A series of activities was carried out to improve the application of these standards in member States, including the provision of advisory services to ten Central and Eastern European countries. The advice and support provided to the labour inspectorate in South Africa resulted in its reorganization. A comprehensive audit was also carried out of the labour inspection system in Kenya, using new audit tools and methodologies developed by the ILO for the purpose. A training project was launched in Bulgaria with a view to reinforcing the capacities of labour inspectors and developing an integrated labour inspection system.

Labour inspection and child labour

As awareness has increased of the need to combat child labour, greater emphasis has been placed on labour inspection as one of the instruments for identifying instances of child labour, supervising the application of the relevant legislation and playing a preventive role in stopping the spread of child labour. In September 1999 the ILO held a Meeting of Experts on Labour Inspection and Child Labour, which adopted recommendations on action at the national level and on future ILO action. Inter alia the recommendations called on member States to:

- establish a comprehensive national policy on labour inspection, including a clear policy on labour inspection of child labour;

- strengthen the authority of the labour inspectorate in supervising compliance with child labour legislation;
- show the necessary political commitment, including the allocation of an adequate budget to the labour inspectorate;
- encourage labour inspectorates to play a more proactive and preventive role in combating child labour; and
- include labour inspectorates in the determination at the national level, under the provisions of Convention No. 182, of the types of hazardous work to be eliminated as a matter of urgency.

Improving social and labour conditions in multinational enterprises and export processing zones

Globalization thrived at the end of the twentieth century and multinational enterprises (MNEs), comprising the major network of global trade and foreign direct investment, were the focus of interest not only for their positive contribution to employment generation but also with respect to management practices, industrial relations and working conditions. The ILO continued to promote the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy adopted by the Governing Body in 1977, linking it to more recently adopted instruments such as the ILO Declaration on Fundamental Principles and Rights at Work.

Promotion of the Tripartite Declaration of Principles was carried out in seminars held in Belgium, Canada, Germany, Hungary, Malaysia, the Netherlands, Poland, Thailand, the United States and Viet Nam. The meetings brought together employers' and workers' organizations and the MNEs in the exchange of information and policy views on the way to give effect to the principles and practices enunciated in the Tripartite Declaration. Such activities also contributed to a better understanding by the social partners of the labour and social problems that might arise as a result of foreign direct investment and the activities of MNEs.

Six research papers were published in 1998-99 to review the economic impacts and industrial relations issues of MNEs and other foreign investments in selected countries, including Argentina, Australia, Barbados, Jamaica, Namibia, Tunisia, Uruguay and Zimbabwe.[15] These studies make recommendations on strategies that can be adopted to expand employment and to improve working conditions and labour practices. In Barbados and Jamaica for instance, a case study published in 1999 provided up-to-date information on labour practices in the telecommunication and computer industries in the Caribbean. The findings confirmed that global competitiveness, technological change and national investment policies influenced the working conditions in offshore data service enterprises and resulted in limited adherence to the principles embodied in the Tripartite Declaration.

A worldwide analysis of corporate codes of conduct was carried out. Some 440 multinational enterprises were invited to provide copies of their codes of conduct and other labour-related guidelines. More than 200 texts were obtained covering the major industrial sectors: chemicals, commerce, financial and professional services, food and drink, tobacco, agriculture, forestry, metal trades, minerals, service industries and textiles. The study appraised the extent to which corporate codes respect the principles embodied in the Tripartite Declaration and provided technical advice and guidelines on how such codes would better reflect good practices in industrial relations and other labour rights issues. The conclusions and recommendations of this study will be published in 2000.

During the period under review the ILO also provided technical advisory services to constituents on the interpretation of the Tripartite Declaration for policymakers and negotiators. In response to a request by a member State, an interpretation of the provisions of the Tripartite Declaration was given that was subsequently used as a guideline in the elaboration of new legislation on industrial relations.

In recent years ILO work on industrial relations and the social impact of the globalization process has emphasized the issue of MNE activities in export processing zones (EPZs). Boosted by the wave of liberalization, deregulation and globalization the number of MNEs operating in EPZs has rapidly increased, and their social policy practices have become the major driving force of labour relations in these zones.

Priorities and guidelines for improving social and labour conditions in EPZs

EPZs have become one of the major features of the labour market in some developing countries and with globalization the rate at which zones are being formed is accelerating. This offers challenges and opportunities to EPZ-operating countries including:

- the potential to attract more investment and hence create more jobs for more workers (and women in particular) in the formal sector;
- the need for zones and enterprises to improve their efficiency and competitiveness through better technology, organization of work, skills and labour-management relations;
- the need continuously to improve and develop the backward and forward linkages between the zone

Request for interpretation of the Tripartite Declaration

Some 3,000 workers at a European subsidiary of a major auto manufacturer learned through the press of a decision taken at corporate headquarters to close operations, without any prior consultation either with them or with their organizations and without informing the Government of the country where the subsidiary was located.

The Government, without questioning the right of the employer to take the decision, condemned this "most basic disregard shown for the workers" and the fact that the company had not respected its obligation to engage in prior information and consultation. It sought explanations as to the "timing of an enterprise's obligations prior to a decision to close a factory, and the precise scope of the dialogue that must take place between the enterprise, the public authorities and the social partners' organization" before a final decision of such magnitude.

It argued that what had transpired "jeopardized universally recognized culture and practices which, within the framework of international operations of MNEs, ensured respect for fundamental rights of workers and the objectives of domestic policies pursued by governments".

Moreover, citing paragraphs 8, 10, 25, 26 and 51 of the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, it requested interpretation on:

(a) whether decisions made for economic reasons would be of such a nature as to escape consideration under "local practices" and relevant international labour standards;

(b) whether negotiations and consultations between the MNEs and the government and the workers' organizations concerned applied to situations other than the closure of entities;

(c) how paragraphs 25 and 26 should be interpreted in the context of an inevitable closure, so that implementation was neither abrupt nor unexpected;

(d) whether the provisions of paragraph 51 sanction contacts between the representatives of the workers and corporate headquarters which was located outside the country where the factory was to be closed, given that local management was not in a position to do anything about the irreversible decision.

The company recalled that national legislation did not contest the authority of the enterprise to close an establishment and justify its decision as financially and technologically necessary, due to poor results worldwide. Consultations to put in place social measures were under way. In addition, opportunities for relocation had been envisaged, and the social component of the decision was to be negotiated, thus complying fully, inter alia, with the provisions of the Tripartite Declaration.

In its substantive consideration, the Governing Body underlined that the Tripartite Declaration must be viewed as a broad framework for establishing a proper balance between parties' expectations and responsibilities. Consistent with the ILO's concept of timely social dialogue, the Tripartite Declaration aimed at avoiding a *fait accompli* by any party which would seriously disadvantage the other social partners. It aimed at providing guidance in order to help understand and manage, with as much lead time as possible, economic decisions that had a major impact on employment and economic development.

The respective interpretations given were:

- there was no reasonable basis to interpret the Tripartite Declaration as permitting exemption of any party from complying with substantive safeguards under either domestic law and practice of international standards;
- matters such as the closure of entities or other situations that affected interests covered in the Tripartite Declaration became issues of mutual concern and were covered by the consultations called for in paragraph 10;
- paragraph 26 required management to give the government and the representatives of workers in their employment and their organizations reasonable prior notice of major changes, to enable discussions to be undertaken in good faith and give a chance of a reasonable degree of success to a joint examination aimed at mitigating adverse effects; and
- management must ensure that the representatives of workers in their employment were able to negotiate with representatives of management, irrespective of location, vested with full authority to take decisions on matters under negotiation.

and the local economy to maximize their economic benefits; and
- the need to continue improving working conditions, labour relations and human resource development, in particular for women.

A report reflecting the findings of the Action Programme on Labour and Social Issues in EPZs was published in August 1998 and discussed at a Tripartite Meeting of Export Processing Zone-Operating Countries from 28 September to 2 October 1998. The conclusions and guidelines adopted by that meeting represent a tripartite consensus on best practice in EPZs on:

- policies and strategies;
- labour standards;
- labour-management relations;
- human resource development;
- retraining and re-employment;
- wages and working conditions;
- social infrastructure; and
- women workers.

Many countries have had to reinvent their zones in order to maintain their competitiveness and secure the social and economic benefits they hoped for. In Zimbabwe, for example, the ILO has assisted the Government in the development of a strategy to take advantage of its rich agricultural potential. The export production chain has been decentralized by granting zone privileges to processing plants situated close to farms. The scheme is progressing successfully and currently covers the production of vegetables, coffee and wood. Initially these zones were excluded from the Labour Relations Act 1985 but after protests by trade unions and expressions of concern by the ILO, tripartite negotiations were convened which resulted in the extension of the key provisions of the labour laws to the zones.

China — SCORES

An ILO mission to visit special economic zones in China in 1997 revealed a need for improved human resource development and labour relations. This resulted in a training course organized by the ILO and the Chinese State Council Office for Restructuring Economic Systems (SCORES) which was held in Qingdao in October 1998 and was attended by 70 officials from over 30 investment zones. The course dealt with labour relations and human resource development issues as well as the development of EPZs worldwide and their contribution to economic development. The success of this activity prompted a request from the SCORES not only for further courses but for the ILO's training to be expanded into a country-wide programme covering 1,000 export processing zones. This was implemented by developing a project proposal to be implemented over the next three years covering human resource and enterprise development, labour relations and dispute resolution. Meanwhile, a second course for the SCORES was held in October 1999 in Chengdu where, in addition to labour relations issues, the special position of women workers was a major focus. This was followed by a third course held at the Turin Centre in December 1999 dealing with issues of zone management, labour relations and human resource development.

Code of practice on safety and health in forest work

In several countries the ILO's 1997 Code of practice on safety and health in forest work is being used, not just for information and guidance but as a basis for national policies and regulations. These include:

- *Brazil*, where the ILO has assisted in the preparation of a code of practice for plantation forests, which will include guidance on safety and health in a general guide for forest operations;
- *Czech Republic*, where a tripartite committee is using the code as a source and is expected to send regulations to Parliament for approval in 2000;
- *Latvia*, where a tripartite committee prepared national safety regulations based on the code, which have now come into force;
- *Portugal*, where the code has been included as one of the policy instruments in the plan for the sustainable development of Portuguese forests;
- *Uruguay* where, with ILO assistance, the Ministry of Labour has finalized draft national safety regulations for the sector.

China and Mongolia have also requested assistance from the ILO, in partnership with the FAO, for the development of national codes of forest practices. It is expected that a draft code will be prepared for China in 2000, with a view to its full implementation in 2001.

The ILO prepared technical papers for a number of conferences on EPZs, including the annual general meeting of the World Export Processing Zones Association (WEPZA), a forum for chief executive officers organized by the Shannon Zone in Ireland and the ILO Symposium on Labour Issues in the Context of Economic Integration and Free Trade — A Caribbean Perspective, held in Trinidad and Tobago in January 1999. Policy advice on EPZs was requested by ILO constituents in China, Sri Lanka, the United States and Zimbabwe.

Sectoral activities

The ILO's programme of sectoral meetings serves as an important instrument for promoting social dialogue at the sectoral level and focusing on the problems and issues of specific industries. Topics raised at these meetings are often followed up in national seminars and workshops. Related technical assistance activities also paved the way for improvements in working conditions and labour relations, for example in small-scale mines in Pakistan, in mines in Zimbabwe and in the education sector in South Africa.

Forestry

Forest work remains one of the most hazardous occupations in many countries, despite the efforts of many governments and companies to make it safer. While the situation is particularly bad in tropical countries, much remains to be done in temperate climates as well. For some years now the ILO has been promoting codes of practice for forestry. These were supplemented by the ILO Code of practice on safety and health in forest work, adopted by a tripartite meeting of experts in September 1997.[16] The code of practice draws in the latest international experience in providing guidance for safety and health management in the sector at the national level, in companies and at the worksite.

The code was originally published in English, French and Spanish, and has since been translated into Czech, Brazilian Portuguese, Latvian, Russian and Swedish. Constituents in Romania and Slovenia have been authorized to translate the code into their languages and the Chinese State Forest Administration has decided to publish it in Chinese. The adoption and promotion of the code provide a good illustration of how the ILO can respond to the urgent needs of its constituents through a mutually reinforcing combination of sectoral expertise, international tripartite meetings, the development of guidelines, advocacy, advisory services and partnerships with other international organizations.

Mining

The assistance provided to constituents in the mining sector continued to focus on promoting the ratification and improved implementation of the Safety and Health in Mines Convention, 1995 (No. 176). The ratifications of eight countries were registered during the biennium (Armenia, Austria, Germany, Ireland, Norway, the Philippines, Slovakia, Zambia), bringing the total number of ratifications of the Convention to 12. The Office has also been informed that several other

member States are considering ratifying Convention No. 176 in the near future.

The ILO's efforts to improve social dialogue in the sector included activities focused on the subregional and national level. One of these was the workshop held in Zimbabwe which brought together 36 employer and worker participants from Zimbabwe, and experts from Australia and South Africa (the mining industries of the latter two countries play a major role in Zimbabwe). The workshop focused on the remodelling of traditional workplace roles and the development of new workplace relationships as increased productivity is sought in capital-intensive mining operations. Social dialogue plays a key role in reaching agreement on change. The workshop was followed up by the organization of a study tour for eight employer and worker participants. The tour included visits to organizations of mining companies, mining unions, federal and state training agencies and mines in Western and Eastern Australia, to learn how new job structures, work methods and skills had been introduced and managed.

Small-scale mining

Some 13 million workers worldwide are engaged in small-scale mining, which is usually labour-intensive, non-mechanized and artisanal and in the majority of cases only provides them with a subsistence income. Despite the undoubted economic value of the sector, small-scale mining gives rise to many problems in relation to safety and health, working conditions, workers' rights and child labour. These issues were discussed at a Tripartite Meeting on Social and Labour Issues in Small-scale Mines, held in Geneva in May 1999, which adopted broad-ranging conclusions for the improvement of social and labour conditions in the sector.[17]

Safety and health in small-scale mines in Baluchistan

Some 25,000 people work in small-scale private coalmines in Baluchistan, Pakistan, producing about 1.6 million tonnes of coal a year under very difficult conditions. On average, around 80 miners a year are killed and there is a very high incidence of lung disease. The rate of fatal accidents is about 400 times as high as in the best performing coalmining countries.

A few years ago the ILO provided the mines inspectorate in Baluchistan with mine rescue equipment and training. In April 1999, at the invitation of the Government, a team of experts analysed the safety and health situation in small-scale mines. Based on visits to several mines and rescue stations and discussions with mine owners, labour contractors, miners, the inspectorate and the Ministry of Labour, the experts made a series of recommendations which emphasize prevention, the need for concerted action by all parties and clearly established rights and responsibilities.

The conclusions of the meeting were widely disseminated and promoted at workshops and seminars held in Australia, Finland, Germany, India, South Africa and the United States. A short video was made on safety and health in small-scale mining. The ILO has provided active support for the establishment of a Consultative Group on Artisanal and Small-scale Mining, coordinated by the World Bank, and is ensuring that the social partners are fully involved in its work. The ILO and the World Bank have arranged jointly to contact possible donors to support a coordinated programme of assistance for small-scale mining.

Petroleum and chemical sectors

Employers and workers in the petroleum industry have for some years been using the conclusions of an ILO meeting held in 1993 as a basis for action on safety issues on offshore installations. At the request of the industry the ILO acted as an endorsing agency for the Fourth SPE International Conference on Health, Safety and Environment in Oil and Gas Exploration and Production, held in Caracas in June 1998. The ILO promoted the participation of workers' representatives in this industry-led Conference and will also endorse the Fifth Conference in 2000. Participants at the Conference discussed both the Prevention of Major Industrial Accidents Convention, 1993 (No. 174), and, on the basis of a paper on encounters between petroleum exploration operations and indigenous peoples, the Indigenous and Tribal Peoples Convention, 1989 (No. 169).[18] Labour issues in the industry were also

New dialogue opportunities for the Responsible Care programmes

The conclusions adopted at the ILO Meeting on Voluntary Initiatives Affecting Training and Education on Safety, Health and Environment in the Chemical Industries stated that "there is a dialogue in process which will be formalized and continued on the meaningful involvement of workers and their representatives on the subject of Responsible Care between ICCA and ICEM".

This was probably the first time that such a commitment involving two named international organizations, representing employers and workers, was made in an ILO document. Furthermore, concrete steps have already been taken since the ILO meeting took place to give effect to the commitment. The ICCA (International Council of Chemical Associations) and the ICEM (International Federation of Chemical, Energy, Mine and General Workers' Unions) met at the highest level to develop the necessary structures to enable them to meet their commitments. These mechanisms are expected to be in place in early 2000 and will examine how to follow up the ILO conclusions at the international level.

It is anticipated that this collaborative initiative between ICCA and ICEM will be an ongoing process and will help to ensure that the Responsible Care programme (the world's biggest industry voluntary initiative) will more fully involve both sides of industry and lead to enhanced safety, health and environmental performance.

examined at the Tripartite Meeting on Employment and Industrial Relations Issues in Oil Refining, held in February 1998.[19]

Joint pesticides health, safety and environment training for agriculture workers

Following the ILO Voluntary Initiatives Meeting, the IUF (International Union of Food and Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Association) and the GCPF (Global Crop Protection Federation, an international trade association of the pesticide industry) met in May 1999 and reached an agreement, in principle, for the two organizations to provide joint pesticides health, safety and environment training for agriculture workers using or exposed to pesticides. The framework for this cooperation is the IUF's Global Pesticides Project and the GCPF's Safe Use Programme. This agreement led to the participation of an IUF representative at the GCPF annual meeting to present and discuss the IUF case study prepared for the ILO Voluntary Initiatives Meeting. A further meeting was held between the two organizations in Kenya in October 1999 to discuss a pilot joint training project for agricultural workers in Uganda involving the National Union of Plantation and Agricultural Workers. The pilot project will focus on workers in the sugar and cut flower industries and is expected to consist of:

- a primary Joint Curricula Trainers Course in January 2000 to train 20 IUF GPP trainers and five GCPF participants; and
- a secondary training course for 500-1,000 workers involved in spraying in the cut flower and sugar sectors.

Voluntary initiatives

In addition to creating an international forum for social dialogue through its tripartite sectoral meetings, the Sectoral Activities Programme generated new social dialogue opportunities within specific sectors. Constituents in the chemical industry focused on the impact of voluntary initiatives at the Tripartite Meeting on Voluntary Initiatives Affecting Training and Education on Safety, Health and the Environment in the Chemical Industries, held in Geneva in February 1999. The report to the meeting noted that voluntary initiatives and codes of conduct in the chemical industry are proliferating and appear to have had positive impacts in terms of improving company performance in health, safety and environment on an industry-wide basis.[20] However, the report also pointed out that, in spite of considerable progress in the field of public information, workers and their trade union representatives are neither widely involved in nor well informed about these initiatives. The meeting therefore examined the extent to which chemical industry workers should and can be associated more closely with voluntary initiatives, as well as the training required to promote stewardship and a more effective life-cycle view of the safety, health and environmental impacts of the chemical industry.

Teachers

The ILO's work in relation to the UNESCO Recommendation concerning the Status of Teachers included the organization of several subregional meetings and workshops between representatives of teachers and the national authorities. These meetings led to a marked increase in many countries in the exchange of views on proposed reforms between governments and teachers' unions. The Office has been informed by international teachers' unions that their national affiliates consider these forums to be extremely valuable.

The work of the Joint ILO/UNESCO Committee on the Application of the Recommendation (CEART) also led to progress at the national level in several cases. One example was the Czech Republic where, as a result of dialogue with the representatives of teachers, the Government agreed to abolish Decree No. 68/1997 which had increased the hours of work of teachers and educators. The ILO also contributed significantly to the development of a new UNESCO Recommendation concerning higher education teaching personnel. The new Recommendation was adopted by the General Conference of UNESCO and is expected to become an important guide to best practice. The Governing Body and the UNESCO Executive Board have approved the extension of the CEART's mandate to permit its monitoring and promotion of the new instrument beginning in 2000.

Breaking through the glass ceiling: Women in management

A Tripartite Meeting on Breaking through the Glass Ceiling: Women in Management was held at the end of 1997 and recommended a set of comprehensive strategies to promote women in management.[21] A programme was designed in 1998-99 to provide for follow-up to the numerous recommendations of the meeting and will form the basis for gender mainstreaming activities in the 2000-01 strategic programme and budget, as well as for attracting extrabudgetary resources. During the 1998-99 biennium there was continued media interest in the Office's report to the meeting and the steady demand for copies required the report to be reprinted. During 1999 the report was updated and revised and will be issued as an ILO publication in June 2000.

An ILO working paper[22] on women in management in Argentina was published in early 1999 and will be translated into English.

In addition, ILO advice and guidance was sought in a range of national and international forums, including:

- a Women in Dialogue workshop for women managers organized by a group of multinational companies based in Brussels (February 1998);
- a panel at the Global Forum for Women (London, June 1998);
- the Women in Business Exposition (Geneva, May 1999); and
- a workshop on promoting women in management at the European Space Agency (Paris, October 1999).

Health services

As a follow-up to the Joint Meeting on Terms of Employment and Working Conditions in Health Sector Reforms, held in Geneva in 1998, a subregional conference was organized in collaboration with Public Services International in Kazakhstan in March 1999. The conference played an important role in the countries in the region, which are generally seeing a deterioration in health services, in drawing attention to the vital role of the sector in underpinning economic growth and social development. The participants agreed on the basic guiding principles of equity of access to health services, the need for good working conditions in the sector and the importance of health workers having the right to organize.

In collaboration with the WHO, the ILO's sectoral constituents and NGOs, six country studies were carried out (covering Cameroon, Colombia, Jordan, the Philippines, Poland and Uganda) on public service reforms and their impact on health sector personnel. Based on these studies, in October 1999 a round table of international experts in Berlin developed a framework on the design and implementation of reform processes. The framework was formulated as a set of critical questions for initiating and reviewing public service reforms. These questions were intended to provide a common basis for all stakeholders in the reform process and to stimulate social dialogue among them both in the process of formulation and implementation of the reforms and also in their subsequent monitoring, evaluation and review. The format of questions was chosen by the participants in order to avoid ready-made reform packages which were not applicable to different situations. The questions refer specifically to the social and labour dimensions of the delivery of health services and to how reform impacts on employment and working conditions of the personnel which in turn condition the quality of the services.

Public service

With over 450 million employees worldwide, the public sector accounts for around 30 per cent of global employment. However, in recent years the effects of globalization, reductions in public expenditure under the influence of structural adjustment policies, and the transition to market economies have entailed far-reaching changes in the levels and structure of public employment in many countries. With a view to gaining a more accurate picture of the trends in the sector during a period of rapid change, a study was conducted on statistics for public sector employment.[23] The statistics were provided by statistical agencies from over 80 countries.

Social dialogue in the context of public service reforms was improved through the holding of a conference, at the request of the sectoral trade unions, on restructuring public services and the role of the trade unions in Tbilisi in July 1998. The participants included representatives of the governments and workers' organizations of Armenia, Azerbaijan and Georgia. Advice on the implementation of public service reform was also provided to the Civil Service Agency in Kazakhstan, and a study tour was organized for senior members of the agency so that they could gain first-hand experience of modern personnel management systems in the public service in a number of industrialized countries.

Maritime sector

In the maritime sector a sustained effort was made to promote the ILO's maritime labour standards among major flag States. This resulted in over 30 ratifications, including four of the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147), and one of its 1996 Protocol. Convention No. 147 has now been included in regional port state control arrangements (regional arrangements on the inspection of foreign ships) in the following regions: Asia-Pacific, Caribbean, Europe, Indian Ocean, Mediterranean, West and Central Africa. As an important means of improving the

Seafarers' working time

The Seafarers' Hours of Work and the Manning of Ships Convention, 1996 (No. 180), requires member States to set maximum limits on seafarers' hours of work or minimum periods for seafarers' rest and includes a mechanism for recording and monitoring work or rest. Ireland ratified Convention No. 180 in April 1999 and several other member States have indicated that they are in the process of doing so.

In September 1998 the European Community Shipowners' Association and the Federation of Transport Workers' Unions in the European Union concluded an agreement on the working time of seafarers which contained a joint request to the Commission to implement it by a decision of the Council of the European Union. The agreement was largely modelled on Convention No. 180. Council Directive 1999/63/EC of 21 June 1999 concerning the agreement on the organization of working time of seafarers concluded by the European Community Shipowners' Association (ECSA) and the Federation of Transport Workers' Unions in the European Union (FST) has since been addressed to EU Member States; by 30 June 2002, these States are required to bring into force the laws, regulations and administrative provisions necessary to comply with it, or to ensure that, by that date at the latest, management and labour have introduced the necessary measures by agreement.

In November 1998 the Commission also recommended that the EU Member States ratify Convention No. 180, as well as the 1996 Protocol. In December 1999 the European Parliament and the Council of the European Union adopted Directive 1999/95/EC concerning the enforcement of provisions in respect of seafarers' hours of work on board ships calling at Community ports. The Directive calls on Member States to bring into force the laws, regulations and administrative provisions necessary to comply with the Directive not later than 30 June 2002 and provides a mechanism for the verification and enforcement of compliance by ships calling at European ports with, inter alia, the provisions of Convention No. 180. The Directive also cites the IMO/ILO Guidelines on seafarers' hours of work or rest. In short, it is expected that by mid-2002 all ships registered in EU Member States and ships visiting the ports of those States will be required to comply with the provisions of ILO Convention No. 180. Bearing in mind the high percentage of world trade carried on European ships or transhipped through European ports, this requirement will have a substantial impact on the working hours of a large portion of the world's seafarers. This breakthrough will have been achieved through international and regional social dialogue and inter-agency and EU/ILO cooperation. It will reduce fatigue at sea, thus enhancing seafarers' health, the safety of ships and protection of the marine environment.

application of the Convention, emphasis was placed on the training of inspectors, with ILO training materials being used in several regions. Two Conventions adopted by the 84th (Maritime) Session of the International Labour Conference — the Labour Inspection (Seafarers) Convention, 1996 (No. 178), and the Recruitment and Placement of Seafarers Convention, 1996 (No. 179), received sufficient ratifications to enter into force.

The conclusion of an agreement between European shipowners and seafarers was instrumental in the development by the European Union of a Directive on the working time of seafarers. The agreement between the social partners was based primarily on the provisions of the Seafarers' Hours of Work and the Manning of Ships Convention, 1996 (No. 180). The Directive will eventually influence the working time of seafarers not only on ships registered in the Member States of the European Union but also on other ships visiting European ports.

Port workers

One of the principal contributions made by the ILO to the improvement of the working and employment conditions of port workers is through its port worker development programme (PDP), which is designed for the training of port workers in marine container terminals. The PDP is built around centrally prepared training materials, which are used by a corps of specially trained instructors working within a carefully established organizational framework. Following a period of development, including pilot projects in Kenya and the United Republic of Tanzania, the PDP was introduced during the biennium in Malaysia, Mauritius, the Netherlands, Papua New Guinea, South Africa, Sri Lanka and Hong Kong, China. Preparatory work was undertaken for its introduction in the Republic of Korea and Portugal, and the training materials were being translated into Spanish with a view to their use in Argentina, Chile and Uruguay.

In the first 15 months of implementation some 600 port workers have been trained by the centres implementing the PDP. The result has been an improvement in the safety record of the ports concerned, an increase in productivity and efficiency in port work and a rise in the status of the port workers concerned. In the port of Durban, South Africa, during an ILO evaluation of the preliminary phase it was found that, in the five-month period following the use of PDP materials to revise the safety procedures at the container terminal, the number of accidents decreased and thereby the claims for injury and cargo damage. In the new container terminal in Port Louis, Mauritius, the PDP materials have been used to prepare procedures and an operations manual. Port workers at all levels at the new container terminal have been trained for the first time in various facets of modern container terminal operations. The handling rate of containers had increased gradually to 17 moves per gross crane working hour, thereby increasing both the productivity and efficiency of the new terminal and the remuneration of the workers concerned.

Fishing

Fishing, which employs roughly 15 million people worldwide, is in many countries an extremely hazard-

ous occupation with fatality and injury rates frequently exceeding those in any other sector. The centrepiece of the ILO's work concerning fishing in the 1998-99 biennium was the Tripartite Meeting on Safety and Health in the Fishing Industry, held in December 1999. The meeting adopted conclusions on safety and health in the fishing industry and a resolution concerning future ILO activities in the fisheries sector and social dialogue. As part of its conclusions it made recommendations on international labour standards concerning fishing to the Working Party on Policy regarding the Revision of Standards of the ILO Governing Body's Committee on Legal Issues and International Labour Standards (LILS). During the biennium work was undertaken with the Food and Agriculture Organization of the United Nations (FAO) and the International Maritime Organization (IMO) to revise and update the *Document for Guidance on Fishermen's Training and Certification*.

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2

Promoting employment and combating poverty

Employment strategies

Partnerships with multilateral organizations

If the benefits of development are to be extended to increasingly broad categories of the population, as they must be in a more democratic world, employment and social issues need to be given due weight by macroeconomic and financial policy-makers. But there are great difficulties in advocating social issues in a context of unchecked globalization and political short-termism.

It was therefore encouraging that the ILO was gradually able to make its voice heard more strongly during the biennium at the international level. It did so through its analysis of the Asian crisis, at the meetings of the G8 and, to a greater extent as the biennium progressed, within the international financial institutions, as well as at the World Trade Organization Conference in Seattle in November 1999.

In February 1999 the then Director-General Michel Hansenne and Director-General elect Juan Somavia made a presentation on labour policies in a rapidly changing global environment to the G8 Labour Ministers Conference, held in Washington, DC. High-level dialogue between the ILO and senior executives of the Bretton Woods institutions took place in Washington in October 1998.

Since his election Mr. Somavia has maintained regular contact with the World Bank and the International Monetary Fund (IMF), both of which sent high-level representation to the Governing Body debates in March 1999 on ILO action in response to crisis situations. The ILO now has observer status on both the IMF Interim Committee and the IMF/World Bank Development Committee.

Although much still remains to be done, the various crises which had to be addressed during the biennium, including in particular the Asian and other financial crises, the aftermath of Hurricane Mitch and the reconstruction of Kosovo all served to reinforce cooperation between the ILO, the international financial institutions and other United Nations agencies.

Employment and the Copenhagen +5 process

Efforts to influence the policy environment at the international and national levels included the organization of four regional follow-up meetings to the World Summit for Social Development. These were held in Abidjan, Bangkok, Beirut and Budapest. All of these meetings agreed on the necessity of integrating social and economic concerns in policy-making and on the centrality of employment promotion in any economic strategy. They also agreed on the need for active labour market policies and programmes and for ministries of labour to collect and disseminate labour market information and to target employment programmes on vulnerable groups. The effective design of social safety nets was a common concern, as was the need for tripartite consensus on the form and implementation of structural adjustment and other economic reform programmes.

The regional meetings also provided valuable inputs to the International Consultation concerning Follow-up on the World Summit for Social Development, held in Geneva in November 1999. This meeting reviewed and assessed measures undertaken by States to give effect to the employment-related commitments under the Copenhagen Declaration and Programme of Action; the ILO's contribution to the follow-up to the World Summit for Social Development; and the preparations for the Special Session of the United Nations General Assembly on the Implementation of the Outcome of the World Summit for Social Development and Further Initiatives, which, as requested by the General Assembly, will take place in Geneva in June 2000.

The International Consultation adopted a set of conclusions which reaffirmed the commitments of the Copenhagen Declaration with regard to employment generation and the reduction of poverty, and the ILO's central role in the global campaign for full employment. The International Consultation called on the ILO, in collaboration with the tripartite partners and the agencies of the United Nations system, to develop new operational initiatives in the employment policy field, and to organize a process of mutual learning and

sharing of experience on successful employment and labour market policies.

Economic crisis, employment and poverty

A Seminar on Economic Crisis, Employment and Labour Market in East and South-East Asia was jointly organized by the ILO, the World Bank, the Japanese Ministry of Labour and the Japan Institute of Labour. The seminar discussed the employment and labour market challenges posed by the Asian economic crisis, and examined policy options for the future and the roles of government, and employers' and workers' organizations in addressing the issues. The seminar was structured around five country case studies and four thematic papers, edited versions of which, along with a short introductory chapter, will be published jointly by the World Bank and the ILO.

Employment policy reviews

Other important instruments used by the ILO to provide policy guidance included reviews of national employment policy. One set of employment policy reviews covered four smaller OECD countries (Austria, Denmark, Ireland and the Netherlands), which have been relatively successful in recent years in either reducing unemployment or maintaining comparatively low unemployment rates through the adoption of innovative employment and labour market policies.[1] Employment policy reviews were also undertaken in several developing countries (Barbados, Brazil, Côte d'Ivoire, Kenya, Pakistan and Thailand) and one transition country (Ukraine).[2]

Youth employment and ageing

The ILO's other analytical work on employment policy issues covered a wide range of topics during the biennium. As a follow-up to the resolution concerning youth employment, adopted by the Conference at its 86th Session in 1998, an international strategy was developed setting out the manner in which youth employment would be promoted by the ILO, working closely with the social partners, the United Nations, NGOs and private agencies. The strategy focuses on facilitating the transition from school to work, strengthening training on youth employment issues and programmes, improving labour market data collection and information systems, promoting work-based training approaches as pathways to productive employment, fostering youth entrepreneurship and self-employment, and understanding the causes and consequences of long-term youth unemployment.

During the biennium, several other activities were undertaken on this subject. A number of studies on youth employment issues have been completed and several have been published.[3] An ILO website on youth employment has been set up. Discussions have begun with other agencies and institutions on possible areas of collaboration. A manual on the role of employers in promoting youth employment was being prepared and a Workshop on the Role of South Asian Employers in Promoting Youth Employment will be held in May 2000. National-level studies, workshops and policy development activities have been initiated in Brazil and Fiji.

Action programme: Strategies to combat youth marginalization and unemployment

Within the framework of the action programme on strategies to combat youth marginalization and unemployment, a strategy document[4] was prepared providing an assessment of the different types of policies and programmes adopted in developed as well as developing countries, and outlining strategies which could be adopted to tackle the problem of youth unemployment. This document formed the basis of a tripartite interregional symposium on the topic held in December 1999. The symposium provided an opportunity to debate what works, what does not and the types of pro-

Ukraine — Country employment policy review

The country employment policy review (CEPR) for Ukraine identified the following main labour market problems:

- weak demand for labour in the formal economy;
- large skill mismatches;
- growing regional disparities in employment;
- increasing marginalization of vulnerable social groups;
- precarious situation of workers whose wages are paid with substantial delays, who are placed on administrative leave without pay or who are forced to accept cuts in pay and hours.

The CEPR outlined a set of policies to promote demand for labour and employment, improve the quality of employment, stimulate sound enterprise restructuring, assist the unemployed in finding new jobs and protect them against poverty. Institutional changes and policies were recommended to stimulate growth and job generation in small and medium-sized enterprises. An action programme was proposed to address the non-payment of wages. Local development initiatives were identified as a primary approach towards restoring sound economic development in crisis regions and were piloted in the Chernobyl region.

Many ideas and recommendations proposed in the report have been used in national discussions reviewing the labour legislation. The Ministry of Labour and Social Protection and the National Employment Service are also making good use of the policy recommendations. Agreed follow-up activities, including technical assistance to strengthen the capacity of the National Employment Service and help the Slavutich region create new jobs for workers laid off from the Chernobyl nuclear power plant, have become part of an ongoing ILO-Ukraine plan of cooperation.

Older women workers

There is emerging evidence that working women are experiencing a redefined application of age and sex discrimination, so that the concept of an "older" woman in the world of work now includes women as young as 35. In addition, women currently comprise the majority of the over-60 population in virtually all countries worldwide. In many industrialized countries nearly one in four women is over 60 years of age, while in at least 75 developing countries the number of women over 60 is projected to increase by more than 150 per cent within the next 25 years.

Older women face different circumstances and challenges from men as they age, in many aspects of life, including the world of work. Despite this, there is scant acknowledgement, information or research on "older" women workers. Recognizing this, the international programme on More and Better Jobs for Women initiated a research project to explore the interaction of age and sex discrimination, and to contribute to the debate on the legislative and policy measures which need to be implemented by the social partners in an ageing society from the perspective of older women workers. The research analysed the impact of social security reform on older women, discussed the merits of a rights-based approach through specific examples, and identified and examined the myriad of discriminatory constraints experienced by older women workers throughout the employment process, from recruitment, selection, training and promotion to redundancy and termination. Good practices and policies designed to encourage the increased participation of older women workers were also identified. The report will be published early in January 2000, and the information will be incorporated in a website and CD-ROM on equal employment opportunity policies.

grammes that would have a better possibility of success. The report and the conclusions of the symposium will help the ILO and its constituents in formulating and implementing future programmes on the issue of youth unemployment.

A study on the labour market consequences of the ageing of the population was also undertaken and presented at a major conference on the subject in Tokyo.

Action programme: Structural adjustment, employment and the role of the social partners

The work carried out under the action programme on structural adjustment, employment and the role of the social partners focused on the employment effects of structural adjustment and the need for tripartite consultations in preparing adjustment programmes. National and regional seminars were held in Dakar, Abidjan, Harare, Delhi and Bogota to identify the priorities for trade unions and employers' organizations and emphasize the necessity for countries engaged in structural adjustment processes to set up tripartite institutions where the social partners can negotiate the policies applied.

Using national and international experience, the seminars highlighted the contribution which employers' and workers' organizations can make to the design of structural adjustment programmes, as well as to the implementation of policies to minimize their adverse social effects. The seminars reviewed the consequences of achieving, or failing to achieve, social consensus ahead of major economic decisions. They emphasized such institutional features as the participation of employers' and workers' organizations in preliminary discussions, and the need for contingency planning between ministries of finance and labour, jointly with the social partners, to prepare for possible significant changes in policies and to assess their social implications.

In some countries, such as India and Zimbabwe, national tripartite pacts were proposed in which employment and social goals would be specified, trade-offs identified and all possibilities for domestic resource mobilization considered. In Mali preparations were made to discuss with donors the possible funding of programmes to enhance the capacity of the social partners to analyse proposals for structural adjustment.

Jobs for Africa

One of the most ambitious projects carried out by the ILO in recent years to develop a job-creation policy framework, supported by operational programmes, is the Jobs for Africa programme, which has been operational since July 1998. Initially covering ten countries with UNDP financing, it was subsequently extended to another six African countries.

Aimed at stimulating employment-intensive growth in such areas as agriculture, small and medium-sized enterprises and the informal sector, the Jobs for Africa programme operates at both the national and regional levels. It also includes a component on employment for peace, designed to help countries emerging from conflict to reintegrate the affected groups and rebuild their communities. The initiative has received broad endorsement, for example from the African Employment Planners Meeting held in Abidjan in February 1999 and the OAU Labour and Social Affairs Commission, which met in Windhoek in April 1999 (see Chapter 5 for details).

More and better jobs for women

Launched as part of the ILO's contribution to the follow-up to the Fourth World Conference on Women (Beijing, 1995), the international programme on More and Better Jobs for Women focuses on eliminating the discrimination experienced by poor and vulnerable women who are unemployed or underemployed or who work under unproductive, exploitative or abusive conditions. It has a clear central message that "more and better jobs for women" make good economic as well as social sense, and that better jobs for women

Business opportunity identification for women in Estonia

In the context of a national action plan on More and Better Jobs for Women in Estonia, developed in collaboration with the social partners and women's organizations, a series of capacity-building and awareness-raising seminars was organized for governmental, regional and local authorities. In addition, a pilot business opportunity identification exercise took place in Valga county, a rural area in south-east Estonia which has one of the highest rates of female unemployment.

An international expert worked closely with the local authorities to identify opportunities for enterprise development and employment generation. Rural tourism and alternative agricultural products were identified as the two sectors with the greatest potential. The textiles sector and information technology-based enterprises were seen as areas for further development. To take advantage of these opportunities, a skills and awareness-raising training programme has been organized for 2000 to provide a sound basis for the next phase of employment generation. A microfinance component facility will also be established to enable the women to start their own enterprises.

Promoting gender equality with trade unions

In collaboration with the International Confederation of Free Trade Unions (ICFTU), a manual of good practices on promoting gender equality within unions, at the workplace and in the wider community was published in early 2000. The manual is based on the survey results from 248 trade unions and national centres affiliated to the ICFTU. A preliminary report on the role of trade unions in promoting gender equality and protecting vulnerable women workers was presented at the ICFTU's 7th World Women's Conference in Rio de Janeiro (Brazil, May 1999). The report drew attention to the most important barriers to female membership of trade unions, namely:

- lack of understanding of how unions can help them;
- fear of reprisals from employers;
- conflicting family responsibilities;
- male-dominated culture/activities of the union;
- lack of confidence to join unions;
- religious/cultural norms and constraints;
- lack of sensitivity of unions to the special needs of women workers;
- the fact that women are in atypical forms of work and therefore difficult to reach and organize;
- objections to women's membership from their spouses or families;
- membership dues;
- negative media portrayal of trade unions;
- legal constraints.

benefit not only women themselves, but also men, children, communities and society as a whole.

At the national level the programme developed national action plans to address the many interrelated problems faced by women workers through a range of policy and targeted interventions, including gender-sensitive macroeconomic policy advice, institutional capacity building, awareness raising and legal literacy, group organization, employment generation and social protection. In Estonia, for example, a business opportunity identification exercise in one of the poorest counties has identified a number of new areas for the economic participation of women.

In Mexico interventions were aimed at improving the working conditions of women in the *maquila* (export processing) industries. In Pakistan surveys and awareness-raising workshops were undertaken as part of a broader ongoing project on gender equality. Other technical cooperation projects were developed in response to particular problems at the national or regional levels. For example, projects commenced to promote the linkages between women's employment and the reduction of child labour in Bangladesh and the United Republic of Tanzania, and to combat the trafficking of women and children in the Greater Mekong subregion (in collaboration with ILO-IPEC).

At the international level the programme drew global attention to matters of growing concern through advocacy and the generation and dissemination of information. A comprehensive information base on equal employment policies was developed. A collaborative project with the International Confederation of Free Trade Unions (ICFTU) focused on a wide range of good practices for the promotion of gender equality by trade unions within workers' organizations, at the workplace and in the wider community.

Addressing the economic and social bases of prostitution

In 1998, at the Frankfurt Book Fair, an ILO publication* was awarded a prestigious publishing prize, the 1998 International Nike Award. The prize was launched in 1997 to honour non-fiction writing by women which contributes to the advancement of thinking about the situation of women in the world. It was awarded by a jury including women from five continents, all renowned for their writings and activism. The book has been translated into Japanese. It is based on four country case studies of Indonesia, Malaysia, the Philippines and Thailand and confronts the multiple and complex economic issues surrounding work in the sex business and the closely related issues of basic human rights, employment, working conditions, gender discrimination and exploitation. Prostitution and related businesses are estimated by the national researchers to generate from 2 to 14 per cent of GDP in the four countries, but the profits go to the business interests rather than to the women and child prostitutes who are the ones that are commercially sexually exploited. The study devotes a section to child prostitution, which it deems always involuntary and an intolerable form of child labour. It also identifies women and children who are trafficked across national borders as a particularly vulnerable group that very often ends up in forced prostitution. As a practical follow-up activity, the ILO is undertaking a project to combat trafficking of women and children into exploitative forms of labour in the Mekong subregion (see Chapter 1 for more details).

* *The sex sector: The economic and social bases of prostitution in Southeast Asia*, L.L. Lim (ed.), 1998.

Key Indicators of the Labour Market

A wealth of information is available on the world's labour markets. However, up to now policy-makers and researchers have had to contend with difficulties of access, comparability and dispersion of the relevant data. It was in recognition of the growing need of governments and the social partners for timely, accurate and accessible information on the world's labour markets that the International Labour Conference in 1996 requested the Office to develop and disseminate an expanded range of relevant up-to-date labour market indicators as a basis for better informed policy decisions.

The response was the compilation and publication in 1999 of the ILO's 18 Key Indicators of the Labour Market (KILM). The primary sources of data for the KILM are the compilations held by international organizations, such as EUROSTAT, OECD, UNIDO and the World Bank. Only when the necessary data are not available from international repositories is information sought directly from regional or national sources. While an intensive effort has been made to ensure that the indicators cover as many countries as possible, not all countries are in a position to provide data for each indicator. For example, KILM 4 (employment by sector) includes information for almost 200 countries, while KILM 16 (hourly compensation costs) only covers 29 countries.

The KILM are available through a publication and a CD-ROM, which will be accompanied by a country profile report.[5] A special KILM page on the ILO website has also been established.

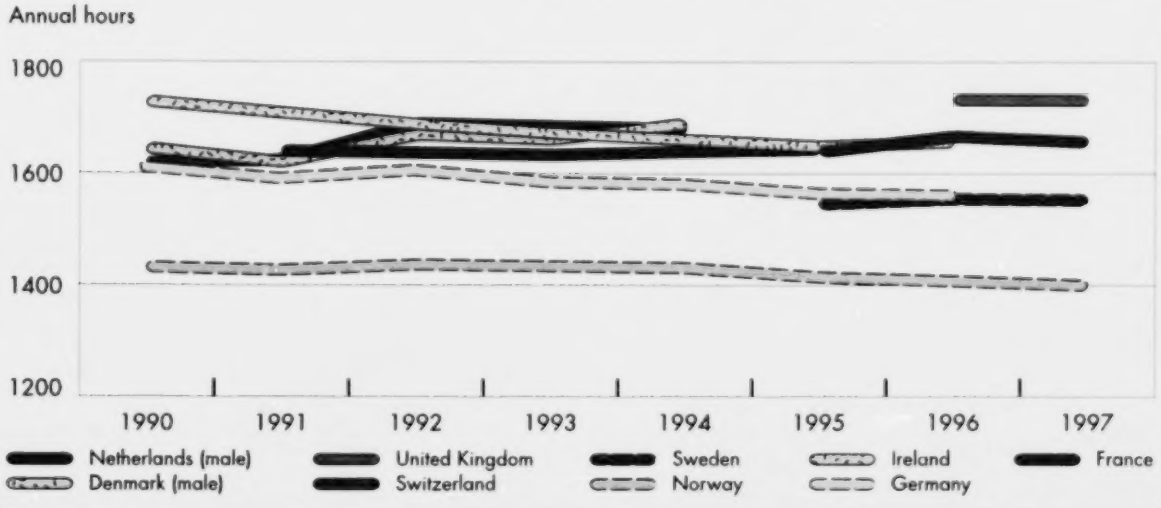
The 18 Key Indicators of the Labour Market (KILM)

KILM 1	Labour force participation rate
KILM 2	Employment-to-population ratio
KILM 3	Status in employment
KILM 4	Employment by sector
KILM 5	Part-time workers
KILM 6	Hours of work
KILM 7	Urban informal sector employment
KILM 8	Unemployment
KILM 9	Youth unemployment
KILM 10	Long-term unemployment
KILM 11	Unemployment by educational attainment
KILM 12	Time-related underemployment
KILM 13	Inactivity rate
KILM 14	Educational attainment and illiteracy
KILM 15	Real manufacturing wage indices
KILM 16	Hourly compensation costs
KILM 17	Labour productivity and unit labour costs
KILM 18	Poverty and income distribution

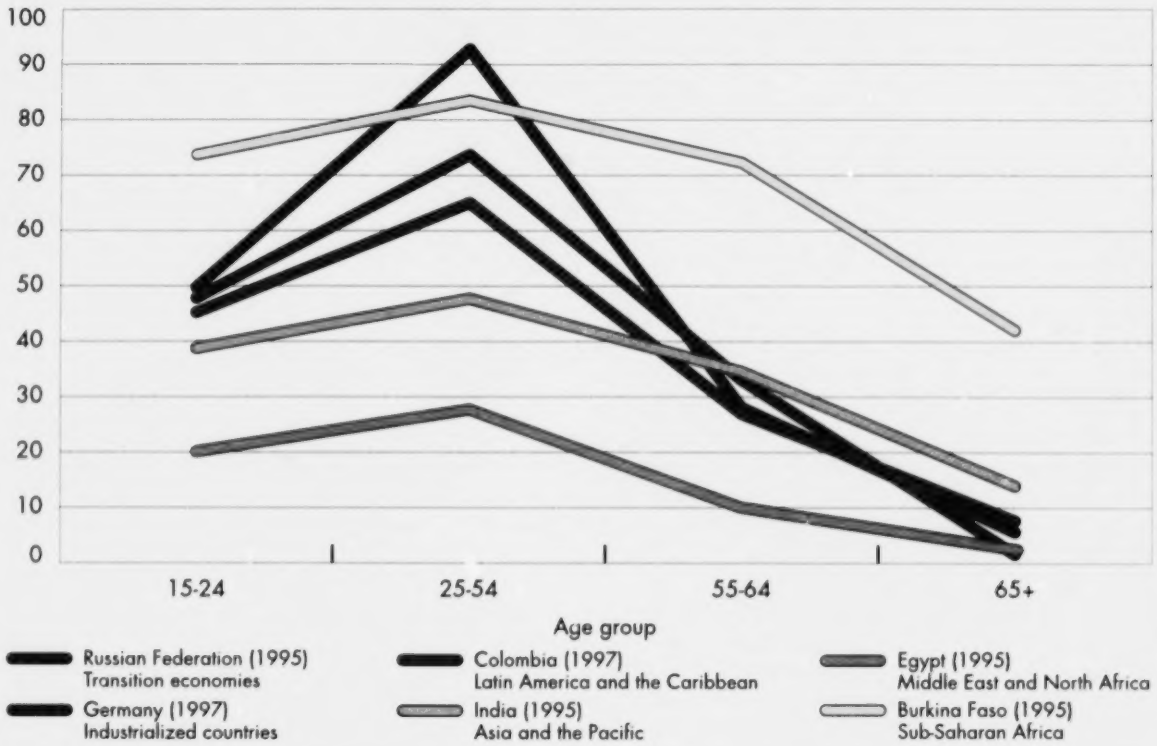
Figures for annual hours worked

When the KILM were first issued in September 1999, the comparative statistics of hours of work caught the attention of the media, especially in the industrialized countries. They show, for example, that annual hours of work in the United States are the longest in the industrialized countries and, at 1,966 hours a year, have risen 4 per cent since 1980. Japanese workers also work long hours, although the figure of 1,889 hours a year is 10 per cent down on the 1980 level. In Western Europe total average hours of work tend to be less and have been declining steadily over recent years, especially in the Scandinavian countries. In Norway and Sweden, for example, the annual hours worked in 1997 were 1,399 and 1,552 respectively.

Annual number of hours worked per person, major European countries



Typical regional labour force participation across age groups, females



KILM data can be presented graphically to demonstrate a host of current labour market issues. The figure below is an example. It depicts the typical regional age patterns of labour force participation for women. The female rates of labour force participation by age group exhibit more variations among countries in different regions than the male patterns. The differences are both in levels and in slopes. The data for Burkina Faso (1995) show one of the highest female labour force participation rates in the world at 73.7 per cent (15 to 24 years), 83.5 per cent (25 to 54 years), 72.2 per cent (55 to 64 years) and 42 per cent (65 years and over). Only at the prime ages (25 to 54 years) do the female rates for certain transition economies, such as the Russian Federation, surpass the African rates.

Labour statistics

16th International Conference of Labour Statisticians

Labour statistics play an important role, in an increasingly numerate and globalized world, in guiding labour and social policy-making at the national and international levels. The ILO is a major player in this respect, by developing international standards which ensure the comparability of labour statistics in the various areas, assisting member States develop their capacity to produce labour statistics, and making available to users worldwide the most important labour statistics for as many countries as possible.

The basic framework is established by the Labour Statistics Convention, 1985 (No. 160), and its accompanying Recommendation (No. 170). The guidelines on the production of statistics covering particular labour issues take the form of the resolutions adopted over the years by successive International Conferences of Labour Statisticians (ICLS). The 16th ICLS, held in Geneva in October 1998, marked an important stage in the ILO's work in this area, in terms both of the number of resolutions adopted and of the number of participants.[6] The resolutions adopted were as follows:

- resolution concerning the measurement of underemployment and inadequate employment situations;

Labour force survey programme in Bhutan

As a result of the technical advice provided to the Central Statistical Organization of the Royal Government of Bhutan, a labour force survey programme was launched in April 1998 to collect statistics on the economically active population, employment, unemployment and underemployment in line with the international standards on these topics.

The survey was conducted in April 1998 on the basis of a representative sample of 8,000 households in urban and rural areas of Bhutan. The data were processed between July and November 1998 and the preliminary results reviewed in December 1998. Plans were made for the publication of the final results in 1999.

While Bhutan is not a member State of the ILO, authorization was obtained to provide this technical advice as a sign of the type of benefits Bhutan would receive if it were to join the Organization.

- resolution concerning the measurement of employment-related income;
- resolution concerning statistics of occupational injuries resulting from occupational accidents.

Sets of guidelines were also endorsed on the treatment in employment and unemployment statistics of persons on extended absences from work, and dissemination practices for labour statistics.

The adoption of the above international standards and guidelines means that member States have at their disposal new sets of methodological and technical tools to collect and analyse statistical information for policy-making, etc., which they can use in the areas of labour market developments, conditions of work and income related to employment. The latter is important in analysing the income-related capacity of different economic activities and the economic well-being of persons on the basis of the employment opportunities available to them.

Occupational injuries

Another field of labour statistics in which important progress was made during the biennium was statistics of occupational accidents. A Meeting of Experts on Labour Statistics: Occupational Injuries (March-April 1998) made a number of recommendations which were taken into account in the preparation of the draft resolution discussed at the 16th ICLS. This resolution provides comprehensive guidelines for the production of statistics aimed specifically at meeting the needs of accident prevention. It contains new operational definitions of occupational accidents and injuries, as well as updated classifications, and advocates the use of different sources of information, particularly surveys of households and establishments.

The 16th ICLS recommended the continuation of developmental work in this field, with a view to the preparation of a technical manual on the subject. As part of this follow-up work, new methodologies were developed for the collection of basic information on occupational injuries from sources other than notification systems. These methodologies are being tested in three countries.

Informal sector

Statistical data on the informal sector provide an important basis for evidence-based policy-making and advocacy for the large number of workers engaged in informal sector activities. The aim of ILO activities in this area is to promote the development of informal sector statistics on the basis of the resolution adopted by the 15th ICLS in 1993, to help countries produce more and better statistics on the informal sector and to enhance the international comparability of the data produced.

In May 1999 the ILO presented papers on the statistical definition of the informal sector to the international Expert Group on Informal Sector Statistics (Delhi group), which was constituted in 1997 as one of the "city groups" reporting to the Statistical Commission. The meeting adopted a set of recommendations to enhance the international comparability of informal sector statistics.

The ILO is currently the only international organization which maintains a database containing statistical data and related methodological information on the informal sector. The database covers countries of all regions where informal sector activities are significant in terms of employment creation and income generation.

The ILO presented a paper, and chaired a meeting in August 1999, on surveying and estimating the informal sector at the request of the International Statistical Institute (ISI) as part of its 52nd Session in Helsinki. In terms of the number and level of participants, the

Extending the scope of labour force statistics in Colombia

As a result of the technical advice provided to the National Administrative Department of Statistics (DANE) of Colombia, a number of changes were made to the rural labour force survey. These included:

- increasing the frequency of the survey to take into account seasonal and other variations in employment and unemployment;
- developing a system of data collection on the informal sector, based on the attachment of a module on informal sector employment to the labour force survey;
- a special survey of the production units of the informal sector.

In 1999 DANE also launched a pilot continuous labour force survey in Santafé de Bogota, which was later extended to cover other urban areas. An international seminar on the measurement of underemployment was hosted by DANE in November 1999 with a view to the replication of the Colombian experience of labour force surveys in other countries in the region.

Georgia — labour force survey

The activities carried out between 1996 and 1999 within the framework of a technical assistance project to Georgia in the field of labour statistics have enabled the State Department for Statistics of Georgia to:

- develop the capacity for the collection of employment, unemployment and underemployment statistics through the launching of a quarterly labour force survey;
- collect statistics on the informal sector in order to improve labour statistics and the national information base for social and economic analysis, planning, policy formulation and assessment;
- provide data for the design and monitoring of assistance programmes for parts of the informal sector, with a view to increasing the productive potential and employment and income-generating capacity of informal sector units, improving the working conditions and social protection of informal sector workers and developing an appropriate framework of laws and regulations for the informal sector;
- launch a Georgian enterprise labour flexibility survey to examine the adjustment process of Georgian enterprises to the current privatization programme;
- gain a better understanding of regional differences and the situation of women in the labour market.

biennial ISI sessions are the most important statistical meetings in the world.

During 1999 technical assistance on the design and conduct of informal sector surveys was provided to a number of countries and territories, including Armenia, Colombia, Georgia, Turkey, Ukraine and the West Bank and Gaza Strip. Experience gained from this assistance will be used as an input for the preparation of a manual on informal sector surveys for labour and other statisticians on the concepts and methods of informal sector measurement, which will be published during the next biennium. In addition, technical advisory services on other aspects of labour statistics were provided to nearly 30 countries.

Ukraine — labour force survey

Technical advice has been provided since 1992 to the State Statistics Committee of Ukraine to assist in the design and conduct of a national labour force survey aimed at providing statistical data on employment, unemployment and underemployment in line with international standards and current practices in market economy countries. The survey was conducted for the first time in 1995 and has since been repeated on an annual basis.

Based on the experience gained, improvements of the survey questionnaire and sample design were introduced. As from 1997 the data obtained from the labour force survey have replaced the figures derived from the administrative records of the state employment offices as the official unemployment figures for Ukraine.

In 1999 the frequency of the labour force survey was increased. It is now being conducted on a quarterly basis in order to satisfy the need of data users for more frequent labour force statistics. Moreover, the Ukrainian labour force survey has evolved over the years as an instrument to which special surveys on related topics can be attached. A module on unregistered and informal sector employment was attached to the survey in 1997, and a child labour survey in 1999. Statistical information on these topics had not been collected previously.

Child labour statistics

Work continued during the biennium on the development of statistical methods and data on child labour. The Statistical Information and Monitoring Programme on Child Labour (SIMPOC) was launched in January 1998 by ILO-IPEC and provided an important element in the ILO's advocacy work at the international level and in guiding action by member States (see Chapter 1 for more information).

ILO publications of labour statistics

The ILO continued to make available to users worldwide important series of labour statistics for a broad range of countries, through both its website and its publications. The major publications are the *Yearbook of Labour Statistics*, the quarterly *Bulletin of Labour Statistics* and its special annual supplement *Statistics on Occupational Wages and Hours of Work and on Food Prices: October Inquiry Results*. Over the past decade labour statistics systems and the underlying methods of data collection in the transition countries of Central and Eastern Europe and the former USSR have changed radically. In response to this transformation, two publications were produced covering transition countries. The first was a special edition of the *Sources and methods series*,[7] providing users with a description of the new sources and methods used in 26 transition countries for the compilation of the data published in the *Yearbook of Labour Statistics*. The second was a translation in Russian and Ukrainian of a technical guide originally published in English during the previous biennium on sources, methods, classifications and policies for labour statistics in transition countries.[8]

Training

World Employment Report

The ILO's flagship employment and social policy document is its biennial *World Employment Report*. The issue which was published in September 1998[9] focused on the question of employability in a global economy and the important role played by training in equipping workers for rapidly changing skill requirements. The report emphasizes that around 1 billion workers, or one-third of the world's workforce, are unemployed or underemployed and points out that, despite economic growth in many parts of the world, employment levels have risen in recent years only in the United States and

to some degree in the European Union. It stresses that worker training offers the single best way of creating conditions for resolving the problem.

The report adds that, before the onset of the financial crisis in the region, training and education had been at the heart of South-East Asia's economic miracle and could well provide a way out of underdevelopment and poverty for millions of workers in other parts of the world.

In preparation for the general discussion on human resources training and development at the 2000 Session of the Conference, four regional tripartite consultative meetings in 1999 provided an opportunity to assess relevant human resources development needs, issues and trends in the regions. The Conference report on the subject[10] focuses on major training policy issues, including:

- the concept of employability in the context of the changing economic, labour market and social environment and the corresponding demand for new skills and competences;
- recent reform efforts undertaken by governments and by employers' and workers' organizations and other actors in training for improved effectiveness and social equity;
- the roles and responsibilities of various parties in policy-making, and in financing and providing training.

Following its general discussion, the Conference may make recommendations as to the ILO's future standard-setting activities in the human resources training and development area.

In response to the Governing Body's decision that the general discussion should also cover the issue of youth employment and training, the report analyses youth employment in various countries and examines how integrated employment and training policies could improve their chances of finding stable employment. It is important to link basic education, initial training, vocational training, and continuing training in building and maintaining individual employability in rapidly changing labour markets. The ILO and UNESCO are also developing a common policy framework on technical and vocational education and training.

With a view to the adoption of innovative approaches to vocational training, particularly for the unemployed, materials were disseminated on the results of research and pilot activities. Technical cooperation projects were also carried out to assist countries to introduce flexible training methodologies. One example was Ukraine, where flexible training programmes based on the ILO's modules of employable skills were introduced.

Many of the countries covered by the Jobs for Africa programme requested the inclusion of training components in their national programmes. A report on training in Africa was presented to the Meeting of African Employment Planners and a large number of African countries received technical assistance to formulate vocational training policies for the formal and informal sectors, prepare and implement strategic action plans for vocational training or develop legislation and financing systems (see Chapter 3 for details).

Modular training approach — Ukraine

To help resolve the acute unemployment problem in Ukraine, a project was implemented to train and retrain unemployed persons using an innovative competency-based *modular training approach*. The project established a national intersectoral resource centre for modular training and set up a network of key training institutions applying modular training. More than 100 professionals have been trained in the modular concept and in the development and implementation of modular training programmes. As a result, modular training is now becoming an important component of the national vocational training system.

The second phase of the project consisted of the practical application of flexible modular programmes to train the unemployed and to promote employment. The project also contributed to the Government's strategy on preventing the spread of poverty by piloting specialist demand-driven training and support schemes in selected areas to promote self-employment and income generation for local people, especially women. Specific assistance was also provided to regions with particularly tense employment situations, such as the town of Slavutich in the Chernobyl area.

Enterprise development

For several biennia the ILO has been building up its capacity to help constituents develop enterprises. The assistance offered focuses on small and medium-sized enterprises (SMEs), which are responsible for a large proportion of the new jobs created in member States. Demand continued to increase during the biennium for the ILO's policy advisory services and technical cooperation in this important area, inter alia as part of its response to crisis situations.

The ILO continued to play an active role in influencing inter-agency collaboration for SME promotion, particularly through the leading part that it plays in the Committee of Donor Agencies for Small Enterprise Development. At the three conferences organized by the committee during the biennium, the ILO continued to encourage better standards of good practice and impact in business development services, such as training. The ILO also hosts the committee's website, which contains guidelines on good practice and extensive case studies covering the work of the many donor agencies worldwide.

Recommendation No. 189

Two important events during the biennium marked the continued consolidation of the ILO's capacity in

Recommendation No. 189

The adoption of the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189), provided the ILO with official endorsement of the approach to enterprise development that it had been developing over a number of years. Based on the application of international labour standards, the Recommendation advocates enterprise-based job creation through action at three levels:

- *the policy and legal framework*, including the adoption of appropriate fiscal, monetary and employment policies and legal provisions (for example, on property rights, intellectual property and contract and competition law) with a view to creating conditions conducive to the development of SMEs and removing constraints to their development in such areas as access to finance, technology and markets and burdensome registration and other administrative procedures;
- *the development of an enterprise culture* through, inter alia, education and training, awareness campaigns and emphasis on good labour relations;
- *the development of an effective service infrastructure* through a series of measures to provide a range of support services, including business start-up assistance, information services, skills training, access to finance and marketing assistance.

The Recommendation emphasizes that "small and medium-sized enterprises provide the potential for women and other traditionally disadvantaged groups to gain access under better conditions to productive, sustainable and quality employment opportunities". It calls for member States to work in close dialogue and cooperation with the most representative employers' and workers' organizations associated with SMEs. It also encourages member States to use national and international networks which facilitate the exchange of information, experience and best practice.

the field of enterprise development. The first of these was the adoption by the Conference in 1998 of the Job Creation in Small and Medium-Sized Enterprises Recommendation (No. 189). Recommendation No. 189 provides the ILO with a mandate to strengthen its small enterprise development activities, particularly by helping constituents develop a policy framework in which the administrative and other institutional difficulties faced by small enterprises are minimized.

At least two countries (Norway and Ukraine) have already submitted Recommendation No. 189 to their parliaments. Guidelines were also prepared for the design and review of small enterprise policies, laws and regulations. Moreover, the ILO helped several countries, including Fiji and Morocco, to develop processes in which all the interested parties are involved in identifying the constraints faced by small enterprises and developing a policy framework which encourages their development.

Developing a conducive environment for SME growth

The ILO helped several countries set up a participatory approach to the improvement of conditions for the development of SMEs, including:

- *Fiji*, where an SME task force brought together representatives of ministries, public authorities, civil society and entrepreneurs' associations which formulated recommendations on the action that each should take in its own area of competence, to be submitted to the Cabinet towards the end of the biennium;
- *Morocco* where, based on the experience of a small business development centre in Setta, a steering committee has been set up bringing together representatives of key stakeholders, including banks, the education system and local government services, which has identified the constraints faced by SMEs in a number of areas and has resulted in several decisions by the local authorities, such as the subcontracting to small enterprises of the maintenance of local parks, gardens and trees.

ISEP

The second important event which occurred during the biennium to strengthen the ILO's work on enterprise development was the launching in June 1998 of the International Small Enterprise Development Pro-

Helping employers' and workers' organizations provide business development services

Assistance continued to be provided by ISEP to employers' and workers' organizations to support the provision to their members of enterprise development services. As part of the ILO's response to the Asian financial crisis, employers' organizations in several Asian countries were assisted in the design, development and organization of productivity workshops for smaller enterprises. Workshops on productivity were held for trade union leaders in both English and French-speaking Africa. More specific examples of cooperation with employers' and workers' organizations include:

- the support provided to the Mauritanian Federation of Employers to establish a department for the provision of services to enterprises, including small and micro-enterprises in the informal sector, in the form of counselling and advice, IYB training courses, information on markets and technology and networking with other business support institutions (within the first year, advice had been provided to 50 entrepreneurs, while ten market studies and 15 business plans had been prepared);
- the development of a training package and methodology for business development trainers in trade unions, for use in a project initiated by the Organization of African Trade Union Unity (OATUU) supporting the activities of national trade union centres in ten African countries for the creation of productive jobs among workers who have been made redundant as a result of economic restructuring;
- the technical assistance supplied to the Trade Union Congress of Ghana for the setting up of the Labour Enterprises Trust, which is designed to contribute to employment generation through enterprise development;
- the establishment in the West Bank and Gaza of small enterprise development units in four chambers of commerce to provide business services, including credit, feasibility studies, marketing and export assistance, particularly for small enterprises in the textile and garment, leather and shoes and stone and marble sectors.

gramme (ISEP). The aim of ISEP is to consolidate and expand further the ILO's activities in support of SMEs. The underlying concept of the global programme is the creation of decent work through the systematic and effective integration of standards-related issues into business development, particularly through close collaboration with the field structure and the ILO's specialized programmes in such areas as child labour, occupational safety and health and social protection. For this purpose, ISEP has been structured into five main programme areas:

- policy support for SME development;
- job quality;
- business development services;
- training for small enterprise development;
- mainstreaming of a gender perspective throughout ISEP's activities.

Start and Improve Your Business (SIYB)

The existing "Start and Improve Your Business" (SIYB) programme is the principal component of ISEP's activities in the field of training for SME development. SIYB projects are currently being implemented in some 40 countries with ILO assistance. It is estimated that around 150,000 entrepreneurs have benefited from SIYB training, some 60 per cent of whom are women.

During the biennium, new SIYB projects were launched or consolidated in French-speaking West Africa, Kyrgyzstan, Viet Nam, Jordan and the West Bank and Gaza. In each case, this involved adapting the standard training materials to national law and practice, translating them (where necessary) and organizing training for the trainers in the local institutions that will give the courses. New departures included the promotion of distance learning through:

- the development of a CD-ROM version of SIYB materials;
- the production, with the European Broadcasting Union, of a series of business training modules to be broadcast in Eastern and Central European countries;
- the broadcasting of management skills development programmes on the radio in Viet Nam.

Combating child labour with SYB

A joint programme was carried out with the International Programme for the Elimination of Child Labour (IPEC) in Turkey. The objective was to create viable income opportunities for poor families in rural areas to help them substitute the income from their working children. The strategy was to contribute to the gradual elimination of child labour by assisting in the creation of better income opportunities for the parents of the child labourers, by making the ILO's Start Your Business (SYB) programme available to those families that wished to set up a small enterprise.

The strategy had three major components:

- integration of management training, skills training and access to credit in order to enhance income generation;
- reliance on existing training capacities within partner organizations;
- development of adapted management training materials to facilitate replication.

The preliminary results from this innovative pilot project in Sinop, Diybakir and Içel are encouraging, and preparations are under way to replicate the idea of using SYB as a strategy for combating child labour in an interregional project covering seven countries.

Social protection for workers in SMEs

Another new aspect of ISEP's work has been its exploration of the potential of mutual associations, cooperatives and microfinance schemes to improve the conditions of workers in SMEs by offering them access to health care services and better safety and health conditions. Support was provided during the biennium to develop mutual health schemes in Dar es Salaam (United Republic of Tanzania) and in rural and urban areas in Uganda. The Tanzanian scheme now covers 3,000 workers and family members, while the Ugandan scheme covers nearly 1,000 workers. In return for less than US$1 a head per month, the members of the schemes are entitled to a range of free health care services at designated clinics, sometimes including secondary health care. The schemes are able to bargain with health care providers, organize preventive care for their members and provide instruction in simple safety precautions at work. In Kampala (Uganda), the project works exclusively with women's groups, who have shown greater commitment to collective action to improve living and working conditions.

Gender issues in SME development

The launching of ISEP provided the opportunity for a more rigorous mainstreaming of gender issues in the ILO's SME development activities. In addition to gender capacity building within the programme, information was collected on best practices in relation to programmes, policies and legal measures to promote and enable women's entrepreneurship. The findings of this work will be set out in guidelines on the policy and programme measures and institutional arrangements needed to assist women entrepreneurs seize new business opportunities, which will be published early in the biennium 2000-01.

In addition, several projects were carried out at the national level, (for example in Benin, Sao Tome and Principe and the United Republic of Tanzania) to help develop SMEs run by women. The ILO also provided assistance to the United Nations Development Fund for Women (UNIFEM) to improve the effectiveness of its enterprise development programmes in Jordan, Lebanon, the Syrian Arab Republic and the West Bank.

Developing women's entrepreneurship

Technical cooperation projects were undertaken, with ILO assistance, to promote entrepreneurship by women in:

- *Benin*, where a combination of assistance in organizing women into producers' associations, the provision of skills and business training and access to finance, has resulted in the establishment of micro-enterprises in the food-processing sector by around 1,200 women;
- *Sao Tome and Principe* where, in a rural socio-cultural environment characterized by a lack of enterprise culture or initiatives by women, skills training has been provided and help offered in organizing women, firstly into socio-cultural women's groups and then into economic groupings: the women were then helped to take business initiatives, which have included clothes making and the setting up of small shops in nearby towns to sell their agricultural produce;
- *United Republic of Tanzania*, where the ILO helped establish a number of women's groups which have initiated solid waste collection and disposal activities in various areas of Dar es Salaam, creating around 1,000 jobs and resolving a community problem (other contractors tend to focus only on business premises for their waste collection); the ILO also helped the women's groups establish an association of subcontractors.

Enterprise Forum

Following the success of the first ILO Enterprise Forum in 1996, a second Enterprise Forum held in 1999 provided an opportunity for entrepreneurs, senior managers, representatives of governments, employers' and workers' representatives, academics and practitioners to discuss various aspects of the role of enterprises, governments and employers' and workers' organizations in relation to job creation and other social objectives in a global economy.

Action programme on productivity improvement, competitiveness and quality jobs in developing countries

Emphasis was placed on productivity improvement, competitiveness and quality jobs in developing countries in the context of an action programme, which focused on improving productivity in developing countries at the national and enterprise level through the adoption of the "high road" to productivity. The "high road" to productivity improvement consists of recognizing that productivity is an issue which concerns and benefits all those involved in the production process, including managers, workers and society at large. Materials were developed through the action programme, based on sectoral studies which highlight best practices.[11]

The materials produced were used in the Philippines and Thailand to develop national productivity improvement programmes based on the active participation of representatives of all the stakeholders. Assistance was provided to the tripartite constituents for the establishment of productivity centres in Kenya, Malawi, Senegal, Seychelles, Slovakia and Zimbabwe. The support provided included advice and training on the launching of productivity awareness campaigns, the development of supporting institutions, the review of the policy framework and the transfer of technology. Technical assistance was also provided to employers' and workers' organizations in various regions to help them in their productivity-related activities. The

Enterprise Forum 99

The ILO Enterprise Forum 99 was held in November 1999. It brought together some 600 CEOs, senior government policy-makers, representatives from workers' and employers' organizations, NGOs and academics. A report* has been published highlighting the main themes focused upon.

The overall theme of the Forum was "A new spirit of enterprise for the 21st century: An in-depth look at new thinking about the place of business in the world and in the community". Sessions included a presentation by Mr. Charles Handy, renowned thinker on business and social issues, on "The challenges of the world ahead", as well as three technical sessions:

- *Human resource-based competitive strategies.* With increasing evidence that good human resource practices are essential to enterprise competitiveness and long-term survival, this session looked at how some of the most successful companies are achieving competitive advantage through people. Presentations were by well-known companies such as Manpower, Arthur Andersen, Motorola and others on the latest practices with regard to attracting, retaining and developing the best people in an increasingly competitive market.
- *Corporate citizenship and social initiatives.* Social pressure on enterprises through consumer and other interest groups is pushing many to embark on corporate citizenship practices. The session looked at the "why?" and "how?" of several of such initiatives and included presentations by the social partners and leading academics. These included a presentation on how companies have restructured themselves in "socially responsible" ways that minimize retrenchment and maximize gains in competitiveness (e.g. South African Breweries and the Danone group) and another on how a large Indian business group has been getting involved in community development on a large scale.
- *Tapping the employment potential of small business.* Most new jobs are created in small enterprises. This session looked at how mutually beneficial linkages between large and small enterprises can contribute to job creation and how such linkages can be encouraged. The specific issues surrounding entrepreneurship by women and young people were reviewed through good-practice case studies and the presentation of surveys by such groups as the European Roundtable of Industrialists and by small enterprise development specialists from Asia, Europe and Latin America.

* *Enterprise Forum 99: Summary of proceedings*. 2000.

action programme resulted in collaboration with the Asian Productivity Organization to undertake studies of productivity issues in its 15 member countries.

Management development

The ILO's experience in the field of management development, combined with that of authors from highly reputed business schools, universities and consulting companies the world over, was compiled in a guide for the profession.[12] The book is designed to function as an international state-of-the-art guide for managers, management trainers, management consultants and human resources development professionals. It covers best practices in management development in companies and institutions in various countries and analyses the latest trends in the field of management training and development.

Socially responsible enterprise restructuring

In constantly changing and increasingly competitive markets, the failure of enterprises to adapt to their external environment can mean business failure and massive job losses. Restructuring needs to focus on all aspects of enterprise performance, including production structures and processes, the organization of work, managerial practices and systems, financial structures and ownership. But restructuring need not be unforeseen, sudden or painful. Change can be anticipated and managed so that social dislocations and costs are managed.

With a view to promoting enterprise restructuring practices which minimize the attendant social costs, pilot projects were carried out in Belarus, Georgia, the Russian Federation and Ukraine. These projects were based on the organization of tripartite multi-sectoral forums and workshops, followed by assistance in developing the restructuring plans at the enterprise level. The best practices were documented and tested and guides and manuals are under development to disseminate the concept of socially responsible enterprise restructuring.

Microfinance

One of the chief difficulties faced by workers who want to become self-employed or set up small or micro-enterprises is to obtain the necessary financing. During the biennium the ILO's activities in the important area of microfinance continued to expand and attracted greater attention, from both constituent and partner organizations.

Support was provided for the development of microfinance institutions and the design of legal and regulatory frameworks in a significant number of countries throughout the world, particularly in West Africa, in China and in conflict- and crisis-affected countries. A regional observatory was also established for the microfinance institutions in West Africa. The observatory is the only source of regular, reliable and updated information on microfinance in the subregion and is unique in Africa. The data collected show the changes from one year to another in such areas as average loan sizes, the percentage of loans to women and performance in collecting very small deposits from the poor. The World Bank and the African Development Bank are interested in replicating the observatory elsewhere in Africa.

In an innovative research project, the central banks and other financial institutions in four African countries have linked up with institutions in the industrialized world. The research agenda, which is set by the research users, covers the access of the poor and small

Assistance in restructuring enterprises

Pilot programmes to assist in the socially responsible restructuring of enterprises were carried out in several countries, including:

- *Russian Federation*, where the holding of two tripartite multisectoral forums was followed by a number of requests for assistance from enterprises, including: an instrument-building factory in Riazan with around 5,000 employees, which has developed a joint programme based on the diversification of its activities; and a large chemical plant in the Nizni Novgorod region, which is also developing a plan to improve productivity, diversify its product line and "flatten" its management structure; the Russian Training Foundation has adopted the methodology and is planning several other similar forums;
- *Georgia*, where the original forum concentrated on the case of a wool plant in Tbilisi with some 3,000 employees, which developed a diversification plan involving the extension of its activities from the production of woollen fabrics to the manufacture of finished products, such as military uniforms and travel blankets for use in aircraft.

Act on microfinance in West Africa

The legislation on mutual and decentralized financial systems prepared by the West African Monetary Union, with ILO assistance, has now been adopted and ratified by all eight of its member countries (Benin, Burkina Faso, Côte d'Ivoire, Guinea-Bissau, Mali, Niger, Senegal and Togo). The legislation protects small depositors' assets by setting standards for the registration and oversight of microfinance organizations. In return for a label of recognition and more favourable tax status, it sets out disclosure obligations on the diversification of loan portfolios, ceilings on insider lending and the frequency of internal and external audits. There are almost 200 microfinance institutions in the subregion:

- of which some 75 per cent have complied with the law and its implementing decree;
- which cater for over 2 million clients, most of them poor (representing a market penetration rate of 20 per cent); and
- which, by the end of 1998, had collected US$142 million from members and distributed US$135 in small loans.

and micro-businesses to financial services in the context of financial sector liberalization. The aim of the research is to promote dialogue between the respective partners in the countries concerned, with a view to developing greater understanding of microfinance, improving access to small business loans and ensuring that central banks and ministries of finance build safeguards into their financial sector liberalization programmes so that the poor are not cut off from credit and savings.

Innovative financial instruments

The ILO's activities in the field of microfinance have also been of benefit to the industrialized countries. Through the action programme on job creation through innovative financial instruments, the ILO influenced the design and stimulated business start-up loan schemes for the young and unemployed in France and Germany. It also attracted trust funds for continued policy-oriented research into self-employment programmes.

The steering groups in the countries participating in the action programme (Canada, France, Germany, Ireland, the Netherlands, the United Kingdom and the United States) identified a number of major issues with a view to making microfinance into a more effective instrument in helping the unemployed take up self-employment. These issues included who should receive subsidies and how subsidies should be delivered, the characteristics of good microfinance institutions and the role of the public authorities.

Innovative methodological work was carried out on the microfinance aspects of remittances from migrant workers and on using microfinance techniques to break the cycle of debt bondage. With a view to promoting best practice and international standards in the field of microfinance, the ILO has also continued to reinforce its partnerships with other interested institutions, particularly through the Consultative Group to Assist the Poorest (CAP) and the Micro-credit Summit. For example, in partnership with the UNHCR the ILO hosted a high-level technical workshop in 1999 with a view to developing a code of conduct on post-conflict microfinance.

Self-employment schemes

The action programme on job creation through innovative financial instruments influenced the establishment of self-employment schemes in:

- *France*, where the ILO assisted in the design of the EDEN programme, which is based on the provision of zero per cent loans to the young and welfare recipients who wish to start their own business;
- *Germany*, where a joint initiative was triggered between the Ministries of Labour and Finance to launch a business start-up loan scheme, under which banks receive reimbursement for the increased transaction costs which they bear when handling these loans, with the Deutsche Ausgleichsbank offering to organize an international conference to promote replication of the experience.

Cooperatives

Over the years one of the ways in which the ILO has contributed most directly to improving the situation of the very poor, particularly in rural areas, is through its cooperative development programmes. The assistance provided is channelled through a series of externally funded technical advisory and cooperation programmes.

The most well established of these, ACOPAM, has been instrumental in improving the food security and living standards of a large number of poor rural workers in the countries of the Sahel by organizing them into cooperative self-help groups, which take the form of cooperatives, associations and mutual benefit groups. These have been involved in areas such as crop marketing, access to financial services, social protection, gender equality and the management of natural resources. Through its training activities and publications,[13] which are being used by hundreds of institutions throughout the French-speaking world, ACOPAM has had a considerable influence on national laws and policies relating to cooperative development, food security, rural finance and natural resource management.

The impact of ACOPAM in the Sahel

Over the years, the ILO's ACOPAM programme, which provides organizational and cooperative support to grass-roots initiatives, has had a far-reaching impact in the countries of the Sahel:

- creation of over 50,000 permanent employment opportunities during the programme's latest phase alone (1996-99), in addition to many thousands more created indirectly, for example through NGOs applying the ACOPAM approach;
- significant improvement in food security in the Sahel through the establishment of decentralized, self-managed cereal banks;
- adoption of the programme's self-managed marketing method by over 80 per cent of all cotton producers in the Sahel;
- acceleration of the monetarization of rural areas through the promotion of cooperative savings and credit schemes;
- protection of the very fragile eco-system in the Sahel through the introduction of environmentally friendly land management methods;
- promotion of gender equality through the promotion of economic activities by women;
- improved participation of civil society in decision-making through the promotion of vertical cooperative structures in each country.

During the biennium, ACOPAM focused on consolidating its achievements through the development of self-managed producer associations. These associations help their members to manage natural resources in a more efficient and environmentally friendly manner, set up savings and credit schemes, establish grain storage facilities and cotton marketing outlets, and develop social services. A project was also prepared to apply the ACOPAM methodology on a wider scale in Africa. The INDISCO programme, which applies a similar methodology to indigenous peoples, reinforced its achievements during the biennium through project activities, particularly in India, the Philippines, Thailand, Viet Nam and several Central American countries.

Removing obstacles to cooperative development

Policy and regulatory obstacles are among the principal impediments to the development of strong and democratic cooperative enterprises and associations, particularly in countries with a tradition of centrally managed cooperatives. Through the COOPREFORM programme, a large number of countries have been provided with guidance in the redesign of cooperative policies and legislation. The strategy advocated by the programme is based on the principle that all the stakeholders, including cooperative members at the grass-roots level, should participate in the process of policy formulation and law-making. The tools used to achieve the programme's objectives include:

- technical advisory and consultancy missions;
- the development of universal tools, including policy manuals, law checklists and legal databases to facilitate the work of policy-makers and legislators;[14]
- the organization of national, regional and international workshops on cooperative policy, legislation and support services.

The reform of cooperative policies and legislation

Since the COOPREFORM programme was launched in 1993, assistance has been provided for the revision and development of cooperative policies and legislation in 59 countries in Africa, Asia and Latin America. Of these, to date:

- 12 countries (Burkina Faso, Ethiopia, Fiji, Kenya, Madagascar, Malawi, Mongolia, Namibia, Nepal, Niger, Thailand and Viet Nam) have adopted laws respecting cooperative enterprises which were drafted with ILO assistance; and
- eight countries (Belize, Burkina Faso, Guyana, Lesotho, Kenya, Mali, Namibia and South Africa) have officially endorsed cooperative development policies formulated with the assistance of the ILO.

Networking between cooperative training institutions

A broad variety of activities was also undertaken by the COOPNET programme to strengthen cooperative human development, with particular emphasis on improving the competitiveness of cooperatives and mainstreaming gender issues. Requests for assistance from cooperative associations continued to rise and a large number of workshops, seminars, training activities and study visits were conducted. Parallel with the success of the publication on the application of modern management practices in the cooperative context,[15] publications were prepared containing guidance in other areas of cooperative management,[16] including gender promotion.[17] As a result it has been possible to improve networking between cooperative institutions at the national and international levels, new components have been added to many cooperative training courses and many institutions are now paying greater attention to gender issues.

Employment programmes for the poor

Another important instrument through which the ILO helps its constituents combat unemployment and poverty is its expertise in developing employment programmes for the poor. These featured strongly on each occasion that the ILO was called upon to respond to crisis situations and remained high on the list of priorities for constituents. Nevertheless, due to the reduced technical capacity at headquarters, it was not possible to respond fully or rapidly to all the requests made by constituents and donors in this area, and both delivery and new approvals of technical cooperation projects declined during the biennium.

Employment-intensive programmes (EIPs)

One of the most practical ways in which the ILO has helped constituents in developing countries to promote employment, while creating such basic infrastructure as feeder roads, irrigation canals and drains, is through its employment-intensive investment programmes. An independent thematic evaluation of the ILO's work in the field of employment-intensive policies and projects was finalized in early 1998.[18] A policy paper[19] on recent experience and future orientation of the EIPs was endorsed by the Governing Body, thus providing a renewed mandate for future work. The Workers' group, in particular, requested that the capacity of the programme be increased to meet the demand from member States for ILO support and technical assistance for employment-intensive development.

Evaluating the ILO's employment-intensive projects

The evaluation reviewing the ILO's policy and programme approaches to employment-intensive projects over the past ten years was finalized in early 1998. It covered EIP policy and programme approaches over the past ten years and endorsed the following changes:

- the shift in focus from emergency public works programmes to long-term structural employment-generation programmes, linked to cost-effective investments and economic growth;
- the shift from government-executed labour-intensive public works schemes to the increased private sector execution of public works;
- better integration of economic and social objectives, and particularly of investment and employment policy;
- greater emphasis on the inclusion of the relevant labour standards in contract systems;
- promotion of the principles of organization and negotiation among the social partners, including in the urban and rural informal sectors.

The evaluation also recognized the performance of the programme in terms of the results achieved on the ground, both in relation to employment generation and poverty reduction, and as regards the policy and technical credibility gained with constituents and donor agencies.

Strengthening the capacity of labour ministries and employers' and workers' organizations

One of the instruments used to institutionalize employment-intensive development in member States is the establishment of employment and investment policy units at the planning ministry level. These units are designed to improve the integration of employment policy into ongoing or planned investments, and to provide decision-makers in government, the private sector and the donor community with analyses and operational options to put employment policy into action more effectively. With ILO assistance, a first such unit has now become operational in Uganda, with effective tripartite representation. Preparatory work has also been terminated for the development of similar units in India (West Bengal), Madagascar and Togo and three exploratory missions were carried out in Guinea, Mali and Senegal in the second quarter of 1999. The proposed units include steering committees with tripartite representation to promote social dialogue on specific employment and labour issues, particularly in the construction industry. Major progress was also made during the biennium in Cambodia, where the Government has taken over the ILO's labour-based appropriate technology project as a key component of its national strategy to combat unemployment and poverty.

Another important step in institutionalizing the adoption of labour-intensive approaches to development in member States is to develop training in the respective technologies. To this effect, the ILO has been collaborating with ten learning institutions and has developed two university networks, one in Africa and one in Asia. One of the countries of the Asian network is Viet Nam, where the ILO is collaborating with two universities: Hanoi University of Water Resources (HUWR) and Hanoi University of Transport and Communication (HUTC). The HUWR has developed courses on appropriate (employment-intensive) technologies for engineering students, conducted awareness programmes on the subject, undertaken research studies and provided training focusing on the use of labour-based technology for infrastructure development. It is estimated that, as from 2002, these institutions will train approximately 20 specialists a year.

Employment-intensive projects

With a view to providing direct support to constituents, the ILO continued to establish and strengthen regional and subregional advisory support, information services and training (ASIST) programmes in order to promote labour-based investment approaches and related analytical and capacity-building activities in Asia, East and West Africa and Latin America. Despite the decreased level of programme development work, technical cooperation projects and policy advice continued to play an important role in directing public investment towards the use of local human and

Employment-intensive investment strategies in Zambia

At a National Tripartite Workshop on Labour Policies and Practices in Employment-Intensive Infrastructure Programmes held in November 1999, the Zambian Permanent Secretary of Labour and Social Security described the Government's current employment strategy as giving priority to labour-based public works, alongside the promotion of small and medium-sized enterprises, the development of infrastructure in informal sector industries and a review of labour legislation designed to promote employment and social dialogue.

An impact review of the ILO's partnership with the Government in the context of the regional ILO-ASIST programme revealed the following:

- a policy aimed at strengthening the local capacity for planning and implementing a wide range of poverty alleviation interventions is in its final stage;
- employment-based infrastructure investments have resulted in improved mobility and access to employment and markets and a better siting of social and economic services, with a consequent reduction in the transport burden for women;
- the organization of urban informal sector communities is generating employment in water and solid-waste management;
- the strengthening of skills development institutions resulted in the Zambia Roads Training School developing technical manuals and a contracting handbook that have since been adopted by the World Bank;
- the number of trained small contractors has exceeded 100, with most of them being able to bid for government contracts;
- ILO support contributed to setting up contractors' associations;
- good working conditions are being promoted through a series of tripartite workshops.

ILO activities related to post-Mitch reconstruction

Starting in December 1998, employment-intensive rehabilitation and productive projects and activities were identified for Honduras and Nicaragua; support services were provided at the Central American level.

During 1999 a seven-month project for Nicaragua provided advisory services, technical support and training related to employment-intensive rehabilitation of infrastructure damaged by Hurricane Mitch, both for government officials in charge of supervising the works and for small contractors who were trained in technical and management aspects. The government officials were enabled to organize, subcontract and supervise the works, while the small contractors learned how to participate better in government tendering procedures and thus enter the public sector market. They also learned how to improve their general management and technical skills so as to make their businesses more viable and create employment opportunities.

Alternative modalities were also analysed to obtain funding for an ILO programme covering Nicaragua, Honduras, and Central America in general, to include the following:

- a Central American regional project supporting ILO employment promotion activities;
- an extension of the employment-intensive project in Nicaragua;
- projects to promote productive employment through small enterprise development;
- projects in Honduras and Nicaragua for river protection (funded separately or as components of the above);
- an associate expert position in San José.

material resources in such infrastructure projects as road building and maintenance, the construction of irrigation canals and environmental improvements. Employment-intensive projects were carried out in over 20 African countries during the biennium, mainly through the ILO-ASIST programme. They often involved the creation and development of labour-based SMEs to carry out the work and the opening up of rural areas for further development.

The ASIST programme was recently evaluated by its donors and was found to be performing well. It was requested to focus more directly on local-level development in line with the poverty alleviation and decentralization policies emerging throughout Africa. During the biennium ILO-ASIST was also launched in Asia and the Pacific, where it became active in over ten countries, as well as in Central America. The ASIST programme in East Africa is fully operational, covering some 14 English-speaking member States.

Activities designed to strengthen the capacity of constituents to promote employment-intensive development included the preparation of training and guidance materials. A guide on labour policies and practices in employment-intensive infrastructure programmes was published in order to give guidance to the social partners on how progress can be made on working conditions and standards in the construction industry.[20] It also shows how government ministries responsible for public works, labour and employment, as well as workers' and employers' organizations, can actively promote good labour policies and practices for temporary workers on civil works schemes. The guide was presented to a regional meeting of the International Federation of Building and Wood Workers (IFBWW) in Harare, and an interregional meeting of the IFBWW in Geneva.

A second guide, aimed at facilitating local contractor development for the private sector execution of public works,[21] was published in April 1999. It describes how large-scale labour-based infrastructure programmes, carried out by contract, should be developed. It provides detailed advice on how to:

- achieve the effective training and participation of small local contractors and consultants;
- establish appropriate and transparent contract systems and procedures;
- define, introduce and enforce relevant labour regulations.

The urban informal sector

As the world continues its transition from a rural to an urban planet, the ILO has placed greater emphasis on developing methods and approaches to create work for the urban poor. These include the development of links between formal sector enterprises and informal sector workers and micro-enterprises, including various forms of subcontracting, as a means of helping the poor participate in the processes of development and globalization. Methods were also tested to help informal sector workers form associations and other representative self-help groups. Guidelines and training modules on these approaches were developed and disseminated, especially in Asian countries.

These methodologies were piloted in a small number of programme initiatives, such as those in India and the United Republic of Tanzania. In India, a new initiative was launched as preparatory work for the design of a national urban informal sector support programme. In the first place, dynamic subsectors of the informal sector were identified which have a high potential for growth, improved working conditions and

strengthened linkages with the formal sector. In the early stages of programme development, employers' and workers' groups were involved in identifying these subsectors and in planning a national dialogue workshop on the design of supportive and enabling interventions. The subsectors ranged from the traditional manufacture of handlooms and handicrafts to the provision of tourism services and the subcontracting of information technology services at the upper end of the skills scale found in the modern informal sector.

Women in development and excluded social groups

The social and economic exclusion of large segments of the population is emerging as a major concern, even in countries which are managing to achieve rapid economic growth. These excluded population groups have not been able to participate in modern processes of development. Moreover, new trends of marginalization and exclusion are superimposed on traditional forms of discrimination and vulnerability, based first and foremost on gender but also on ethnicity and employment category.

With a view to developing more efficient mechanisms for the inclusion of these vulnerable groups in the development process, the ILO undertook a programme of work focusing on five thematic areas:

- the quality of women's employment;
- employment and gender equality in the context of structural adjustment and economic reform;
- the employment and social protection of homeworkers;
- capacity building for gender-sensitive poverty eradication and employment promotion strategies;
- capacity building for effective bargaining by indigenous and tribal peoples.

Improving the quality of women's employment

One of the most striking changes in the composition of the labour market worldwide has been the unprecedented rise in women's participation in the labour force. However, this has not led to a marked improvement in women's status. Many women continue to be confined to low-paid, low-skilled and highly unstable occupations. Indications are that old forms of gender discrimination are perpetuated under new and emerging forms of employment. In view of these trends, an action programme was carried out during the biennium to examine the links between gender and employment quality, and to explore the scope for enhancing the employment potential of women in the new global economic order, while improving and preserving the quality of jobs. Particular emphasis was given to four categories of employment which have absorbed the highest concentrations of women:

- employment in the informal sector;

- atypical forms of employment, including part-time work and home work;
- employment in export processing zones and export-oriented industries; and
- migrant labour.

A video entitled *Her way to work*, which was produced in 1999, provides an overview of women's employment in the new global context, focusing on the four categories of employment referred to above and highlighting some of the strategies that have been adopted to improve the quality of jobs. The video will be shown at the Beijing +5 and Copenhagen +5 conferences to be held in 2000. In addition, a technical report on the quality of women's employment was prepared which examines the gender and employment quality nexus, analyses the economic and institutional factors associated with the increase in women's labour force participation, and weighs the policy issues and options for improving the quality of employment.

Two studies were undertaken on the gender dimensions of employment in the informal sector: a study of networks and associations in the informal sector in

three urban centres in Zimbabwe; and a study of employment issues and opportunities in the informal economy of two townships in South Africa. The findings of both studies are expected to provide important elements for the review and formulation of strategies for upgrading employment, strengthening workers' organizations and their bargaining capacity in the urban informal sector, and integrating gender-differentiated issues into informal sector policies and programmes. The studies will be discussed at national meetings scheduled in 2000.

Employment and gender equality in the context of structural adjustment and economic reform

In the United Republic of Tanzania and Zimbabwe national action plans were adopted in 1998 identifying priority areas for legislative reform, employment promotion and social protection in order to redress current gender imbalances in employment, particularly in the context of economic reform. These plans emanated from national workshops and the two national multi-sectoral task forces established in 1997. As a result of their coordinating function in the implementation of the action plans, the task forces have acquired national credibility, developed a spirit of partnership and common perspectives, and built up their coordinating and negotiating skills. The task force in the United Republic of Tanzania was formalized into a national forum on gender, labour and employment issues by the Labour Ministry in January 1998.

In Côte d'Ivoire a national policy workshop on employment, gender and economic reform was held in November 1998. The holding of the workshop, the first of its kind in the country, resulted in the adoption of an action plan. Several institutions expressed appreciation of the conclusions and it is expected that the action plan will be used as a reference for the preparation of the central planning and budgetary document for government ministries.

Capacity building for gender-sensitive poverty eradication and employment promotion strategies

As a follow-up to both the World Summit for Social Development (1995) and the Fourth World Conference on Women (1995), and in response to the growing demand from constituents to address the gender-specific vulnerability of women to poverty, a capacity-building programme on gender equality, employment promotion and poverty eradication was developed. The central element of the programme is a modular package on gender, poverty and employment, which draws lessons from more than two decades of practical experience with targeted employment promotion policies and programmes for disadvantaged groups, both within and outside the ILO.

The modular package provides guidance for action in nine different policy areas, and advocates a multidisciplinary approach combining policy reform with employment promotion, organization building and social protection. Towards the end of 1999 the programme was launched at three subregional planning seminars in Santiago de Chile, Harare and Beirut. The relevance of the modular package to different regional and national contexts was assessed and follow-up action plans were designed and tailored to national realities and priorities. The modular package, the prototype of which was developed in English, has been translated into Spanish and Arabic.

Employment and social protection of homeworkers

The findings of eight Latin American case studies, prepared in 1997 (Argentina, Brazil, Chile, Costa Rica, El Salvador, Guatemala, Paraguay and Peru)[22] and a paper providing a comparative analysis on homeworking[23] were discussed in a regional tripartite meeting on home work held in Santiago de Chile in May 1999. The studies shed new light on the extent and characteristics of this form of employment, showing its heterogeneity in terms of sectors, productivity levels and the degree of insecurity/instability of the workers engaged in it. The meeting brought together representatives from national and international research centres, universities and NGOs.

The relevance of homeworking in the current process of economic restructuring and flexibilization was highlighted. The close relationship between female employment and homeworking was confirmed, as well as the concentration of women in the least productive and lowest paid occupations. The cross-regional sharing of experience on policies and programmes targeting homeworkers and own-account home-based workers was particularly valuable. Follow-up activities are planned at both the national and subregional level.

National networks of homeworkers' associations and of national institutions which provide services to homeworkers in the Philippines (PATAMABA), Thailand (HomeNet Thailand) and Indonesia (MIWPRI), first established with ILO assistance in the first half of the 1990s, have endured. These networks have increasingly been recognized as the interlocutors and advocates for homeworkers in policy dialogue with governments. They have been able to obtain support services from governments and NGOs and to link up with subregional and international networks. All three networks have been able to organize collective strategies to meet common goals, including savings schemes, health funds, marketing schemes, trade fairs and product diversification.

These collective strategies proved to be valuable during the height of the Asian financial crisis. In 1998, in collaboration with the Thailand and Indonesia

national networks and labour ministries, the ILO helped strengthen the management and leadership capacities of homeworkers' associations in various areas of the countries by extending technical and financial support to training activities and group-based productive and social insurance schemes. The ILO also assisted HomeNet Thailand in building its capacity to address the legal and contractual problems of homeworkers through research and the mobilization of expert legal services.

Building the capacity of indigenous and tribal peoples to bargain effectively

One of the chief causes of poverty and exclusion is the limited bargaining power of disadvantaged groups, including indigenous peoples, and their inability to influence decision-making processes which affect them. Several activities were carried out during the biennium to help indigenous peoples engage more effectively in advocacy activities on their own behalf, particularly through the strengthening of organizations representing indigenous peoples.

In Guatemala information and capacity-building activities were undertaken to reinforce the bargaining and planning capabilities of the indigenous organizations involved in the monitoring and follow-up of the Guatemalan Peace Agreement and the Indigenous Identity Rights Accord. The dialogue between these organizations and representatives of the Government and civil society was furthered through public debates and policy workshops. As a result, the National Permanent Commission on Reform and Participation agreed to establish a forum for the exchange of ideas among the various commissions, including the Indigenous Commission, which are contributing to the peace process.

The work carried out during the biennium also focused on the links between land tenure security, livelihood strategies and the empowerment of indigenous communities and organizations to participate in decision-making processes concerning the commercial use of the natural resources of their lands. In the Philippines, environmental impact assessment information materials and training sessions for indigenous peoples' leaders were designed on the basis of an earlier review of standard practices of public, semi-public and private corporations. The aim of these materials and training activities was to enable indigenous peoples' leaders to assess and anticipate the adverse effects of development programmes and projects on indigenous communities, to take informed decisions with regard to such projects, and to participate in a meaningful way in decision-making processes concerning the use and allocation of natural resources. Networking and organizational activities of indigenous peoples' organizations were also supported, thereby facilitating the establishment of the National Confederation of Indigenous Peoples of the Philippines, which had its first general assembly in May.

Empowering indigenous peoples in the Philippines

In the Philippines a project contributed significantly to strengthening indigenous peoples' organizations and federations and the establishment of the National Confederation of Indigenous Peoples of the Philippines (NCIPP) by sponsoring meetings among the diverse groups at the community, regional and national level. The project also helped the communities to improve their relations with and obtain financial and institutional help from a broad range of agencies, including national non-governmental organizations, governmental authorities and the UNDP Global Environmental Facility Small Grants Programme.
With the assistance provided, indigenous groups in the country were successful in lobbying for the adoption of the Indigenous Peoples' Rights Act, which is a prerequisite for the ratification of Convention No. 169.

Notes

[1] *Employment revival in Europe: Labour market success in Austria, Denmark, Ireland and the Netherlands*, by P. Auer, 2000. This publication incorporates the following Employment and Training Papers: *Austria: Long-term success through social partnership*, by Karl Pichelmann and Helmut Hofer, 1999; *Denmark: Flexibility, security and labour market success*, by Per Kongshoj Madsen, 1999; *Astonishing success: Economic growth and the labour market in Ireland*, by Philip J. O'Connell, 1999; and *The Netherlands: So what's so special about the Dutch model?*, by Joop Hartog, 1999.

[2] The CEPR thematic reviews included four Employment and Training Papers submitted to the ILO Symposium on Social Dialogue and Employment Success, Geneva 2-3 March 1999: *Working time policies*, by Gerhard Bosch; *Industrial relations and social dialogue*, by Jelle Visser; *Macroeconomic policy*, by Ronald Schettkat; and *Equal opportunity and employment policy*, by Jill Rubery. The others were: *Brasil: Abertura e ajuste do mercado de trabalho no Brasil*, Brasilia, 1999; *Barbados 1998: Employment policy in a small-island economy*, Port-of-Spain, 1999; *Country employment policy review: Thailand*, Bangkok, 1999; *Kenya: Meeting the employment challenge of the 21st century*, Addis Ababa, 1999; *Ukraine: Country employment policy review*, Budapest, 1999; *Pakistan: country employment policy review*, forthcoming; and *Côte d'Ivoire: Country employment policy review*, forthcoming.

[3] *Youth unemployment in Hungary and Poland*, by M. Keune, 1998; *Education, employment and training policies and programmes for youth with disabilities in four European countries*, by C. Russell, 1998; *French youth unemployment: An overview*, by C. Bruno and S. Cazes; *Minimum wages and youth unemployment*, by Y. Ghellab, 1998; *Unemployment among youth in India: Level, nature and policy implications*, by P. Vistaria, 1998; *Youth unemployment and youth labour market policies in Germany and Canada*, by D.M. Gross, 1998; *Youth unemployment and youth employment policies in Italy*, by F. Mazzotta and F.E. Caroleo, 1999; *Youth and employment*, Report for the World Conference of Ministers Responsible for Youth, 8-12 August 1998.

[4] *Employing youth: Promoting employment-intensive growth*, Report for the Interregional Symposium on Strategies to Combat Youth Unemployment and Marginalization, Geneva, 13-14 December 1999.

[5] *Key Indicators of the Labour Market 1999 (KILM)*, 1999. The CD-ROM version includes *Key Indicators of the Labour Market: Country profiles*, 1999 edition.

[6] *Report*, Sixteenth International Conference of Labour Statisticians, Geneva, 6-15 October 1998.

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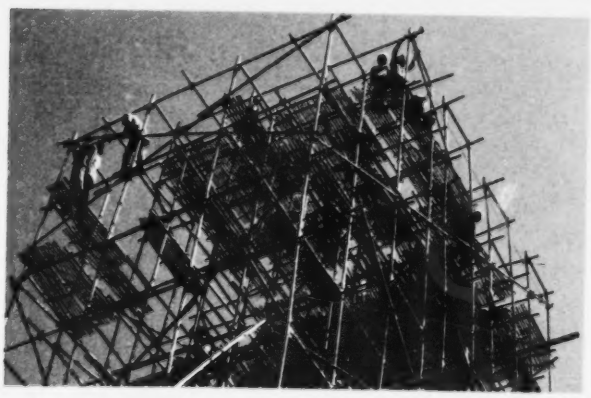
3

Protecting working people

This chapter starts by focusing on the protection of workers against hazards at work and against the contingencies of working life, including injury and illness. The improvements achieved during the biennium in occupational safety and health with the ILO's assistance are described, with particular reference to the development of comprehensive estimates of the incidence of work-related accidents and injuries and the efforts made to improve the situation of workers in the agricultural and informal sectors. The chapter also covers the ILO's work in the field of working conditions, drug and alcohol abuse prevention programmes and violence at work, as well as the strengthening and extension of social security systems. Lastly, the chapter focuses on issues relating to equality and the prevention of discrimination. Equality of opportunity and treatment in employment and occupation is a fundamental right of all workers, of particular relevance to women and to minority groups, such as workers with disabilities and migrant workers.

Occupational safety and health

During the biennium, the ILO's estimates that over 1 million work-related deaths occur every year received widespread publicity. The ILO also warned that, without further preventive action, the total could double by the year 2020. These figures were presented by the ILO to the 3,500 participants at the XVth World Congress on Occupational Safety and Health, held in São Paulo, Brazil, in April 1999.



The delegates to the Congress were also informed that, by conservative estimates:

- 250 million work-related accidents causing absence from work occur every year (nearly 700,000 a day);
- 3,000 people are killed by work every day;
- 160 million cases of occupational disease occur every year; and
- working children suffer 12 million occupational accidents annually, of which 12,000 are fatal.

Work-related deaths and injuries take a particularly heavy toll in developing countries, where large numbers of workers are concentrated in primary and extractive activities, including agriculture, logging, fishing and mining. ILO estimates show that the fatality

Conclusions of the XVth World Congress on Occupational Safety and Health

The participants agreed on:

- the need to review the world's social situation, as a basis for a possible new Global Agenda for the Social Dimension at Work;
- the enormous need to train more occupational safety and health experts and to provide minimum training to employers and workers;
- the need to use information and communication technology (ICT) to improve occupational safety and health throughout the world;
- the need for new efforts for the recording and notification of injuries and the compilation of statistics and surveys;
- the use of ICT systems for the collection and dissemination of occupational safety and health information;
- the need to develop occupational safety and health in small and medium-sized enterprises and among the self-employed through the application of innovative strategies;
- the need to implement universal minimum standards, including the ILO's safety and health standards; and
- the need to move from theory, in the form of research, conferences and meetings, to achieving progress in practice.

Work-related fatalities — A workplace hecatomb

ILO estimates of 1.1 million annual work-related fatalities mean that the workplace causes more deaths each year in the world than:

- road accidents — 999,000 fatalities a year;
- war — 502,000;
- violence — 563,000;
- alcohol — 774,000;
- illicit drugs — 100,000;
- malaria — 856,000.

rate in the advanced industrialized countries is almost half that of Central and Eastern Europe, China and India. The fatality rate is even higher than the latter in Latin America and the Caribbean, the Middle East and Asia (excluding China and India). Certain hazardous jobs can be much riskier in the developing world. For example, construction sites in developing countries are on average ten times more dangerous than those in industrialized countries.

Statistical methodologies for occupational injuries

The ILO has been publishing national statistics on occupational injuries in its *Yearbook of Labour Statistics* for many years. These statistics are provided to the Office by national statistical services or ministries of labour. However, in the majority of cases, they suffer from several shortcomings. Certain categories of workers, economic activities and even sectors are often excluded, with the result that the coverage of the data varies between a high point of about 80 per cent of the workforce down to as low as 10 per cent.

The ILO's Code of practice on recording and notification of occupational accidents and diseases, published in 1996,[1] provides guidance on the improvement of national recording and notification systems. In an attempt to identify new national sources of information on occupational injuries and diseases and supplement the information already available to the Office, a questionnaire was sent out in 1998 to 160 member States, together with the code of practice. The new global estimates of occupational fatalities publicized at the World Congress were based on the 106 replies received to this questionnaire.

The resolution concerning statistics of occupational injuries resulting from occupational accidents adopted at the 16th International Conference of Labour Statisticians in 1998 complements the code of practice and provides further practical guidance for the collection of statistics on occupational injuries, including the various sources of information which can be used to build the comprehensive set of data required for accident prevention purposes.

A new and potentially important initiative was the launching of an interdepartmental statistical programme for developing methodologies aimed at collecting information on occupational injuries from sources other than the regular notification systems (i.e. injury compensation schemes, labour inspectorates). The programme carried out experimental surveys in three countries in order to provide constituents with the means of obtaining additional information needed to generate better estimates on the number and distribution of occupational injuries by economic activity.

ILO global estimates of fatal occupational accidents and all work-related deaths per year

Region	Total employment (million workers)	Fatal occupational accidents		All work-related deaths (total fatalities per year)
		Total fatalities per year	Fatality rate (deaths per million workers)	
Established market economies	366.437	19 662	5.3	154 000
Formerly socialist economies of Europe	140.282	15 563	11.1	76 200
India	334.000	36 740	11.0	185 200
China	614.690	68 231	11.1	247 100
Other Asia and islands	339.840	80 586	23.1	148 100
Sub-Saharan Africa	218.400	45 864	21.0	111 800
Latin America and the Caribbean	195.000	26 374	13.5	97 700
Middle East	186.000	41 850	22.5	109 200
World	2 394.667	334 870	14.0	1 129 300

Note: Estimated world labour force — 2.7 billion.

Source: ILO/SafeWork, 1995 figures (fatal occupational accidents); WHO, World Bank, Harvard School of Public Health/Global Burden of Disease, 1990 figures (all work-related deaths).

Safety and health in agriculture

The ILO report to the 88th Session of the Conference, *Safety and health in agriculture*, Report VI(1), emphasizes a number of factors which highlight the importance of taking action to improve health and safety in agriculture. These include:

- the *size of the agricultural workforce worldwide*, which accounts for half of all workers in the world, or 1.3 billion workers;
- the difference between *the industrialized world*, where agriculture accounts for under 10 per cent of the economically active population, and the *less developed regions*, where the figure is nearly 60 per cent;
- the *high rate of accidents in agriculture*, which accounted for some 170,000 of the ILO's estimate of 330,000 fatal workplace accidents in 1997;
- the *aggravation of risks* in recent years owing to the increased use of machinery and pesticides;
- the *exclusion of agricultural workers* in many countries from employment injury benefit or insurance schemes, as well as from general occupational safety and health legislation;
- the *large numbers of children* engaged in agricultural work; and
- the *very complex and heterogeneous nature of the sector*, which covers such different undertakings as highly mechanized plantations and small-scale subsistence agriculture using traditional working methods.

Central American project on safety and health in agriculture

A Central American project on occupational safety and health in agriculture drew up and tested a model strategy for the development of national policies on occupational safety and health in agriculture in developing countries. The experience gained in this project contributed to the preparation of the new proposed standards on safety and health in agriculture and to other technical cooperation activities and will be further developed in the framework of the InFocus Programme on SafeWork.

The project focuses on awareness raising, information and training on occupational safety and health for rural workers, inspection services, health care personnel and extension workers. The network of trainers was chosen from each of the abovementioned institutions and relevant associations of rural workers. The target groups were trained as trainers and their instruction included the evaluation of working conditions, the enforcement of legislation through inspection, safety measures in the use of tools and machinery, the diagnosis of intoxications and the identification of other health hazards. The training programme was organized to contribute to the effective accomplishment of their ongoing tasks to avoid overlapping and to guarantee sustainability. A responsible person from each institution acted as a focal point to coordinate their participation in the project. The group of trainers was followed up by the ILO project on a monthly basis to discuss findings and to help with problem solving.

occupation and sex. A technical manual for the use of the methodologies will be prepared.

Asbestos

One of the estimates which received widespread attention at the World Congress and in the world's media was the figure of 100,000 deaths a year caused by asbestos. The ILO's Asbestos Convention, 1986 (No. 162), the aim of which is to gradually eliminate the use of asbestos, also had a major impact during the biennium. Following broad-based discussions on the subject, France joined ten other ILO member States in banning the substance. The use of asbestos was then prohibited in the European Union; other member States, including producers such as Brazil, reported that they would follow suit. Convention No. 162 was ratified during the biennium by the Netherlands and Portugal.

Occupational safety and health standards

Efforts to promote occupational safety and health standards helped member States to register an additional 21 ratifications of the most important Conventions in this field. Further promotional work included a publication[2] which outlines all the key principles of prevention and protection embodied in the ILO's occupational safety and health standards and provides practical guidelines for the development and implementation of effective policies and programmes. Several field seminars, workshops and conferences were also held in developing and transition countries to highlight the latest standards in this area, and particularly the Occupational Safety and Health Convention, 1981 (No. 155), and the Occupational Health Services Convention, 1985 (No. 161).

New standards on safety and health

Following the decision of the Governing Body at its 271st Session (March 1998) to place an item on safety and health in agriculture on the agenda of the International Labour Conference in 2000, a law and practice report[3] with a questionnaire on the form and content of possible international instruments was prepared and sent to governments for comments. On the basis of the

National Safety Week in Viet Nam

In May 1999, the ILO helped the Vietnamese Ministry of Labour, Invalidity and Social Affairs (MOLISA) to organize a National Safety Week as part of its national occupational safety and health information programme. During National Safety Week, which was modelled on a similar event in Thailand:

- the week was opened in Hanoi by the Vice Prime Minister;
- events were organized in a total of 61 provinces;
- participating cities were decorated with flags and posters;
- central and local television and other media followed the events;
- many employers throughout the country organized special activities, such as safety and health training;
- participation throughout the country was estimated at 5 million people; and
- mechanisms for interdepartmental coordination were established at the national and provincial levels, including the labour and health ministries, and police and fire services.

In July 1999 the Government issued a Decree making National Safety Week an annual event.

replies received, Proposed Conclusions with a view to a Convention and a Recommendation were drafted in a second report[4] indicating the main points to be considered and intended to serve as the basis for the first discussion in 2000. The overall intention is to apply the framework of Convention No. 155 to agriculture. As part of the promotional activities for the new standards on safety and health, a multimedia CD-ROM on safety and health in agriculture and forestry work is being prepared, providing detailed advice on safety measures concerning, among other things, use of machinery and tools, agrochemicals and animal breeding.

A Code of practice on ambient factors at the workplace, adopted by a Meeting of Experts in January 1999, lays down provisions which should be considered as the basis for eliminating or controlling exposure to hazardous ambient factors at the workplace. Research and preparatory work were also undertaken with a view to developing codes of practice on safety in the use of insulation wools and on occupational safety and health management systems.

Safety and health information

An important focus of the ILO's work in the field of occupational safety and health continued to be the acquisition and dissemination of information. These efforts centred on the International Occupational Safety and Health Information Centre (CIS) and its network of over 120 National and Collaborating Centres. CIS responds to queries from ILO constituents and publishes material in several forms.

The fourth edition of the *Encyclopaedia of Occupational Health and Safety* was published in print and CD-ROM versions and promoted through its own website.[5] The *Encyclopaedia* was translated into Spanish during the biennium. Work was also commenced on its translation into Chinese, French, Japanese and Russian.

The bimonthly *Safety and Health at Work: ILO-CIS Bulletin* was revitalized during the course of the biennium and now includes special supplements, such as the global estimates of fatal occupational accidents which were featured at the World Congress.[6] African and Asian-Pacific *Newsletters on Occupational Health and Safety* also continued to be produced, with one issue of each newsletter containing an editorial by the Secretary-General of the United Nations. International hazard data sheets on occupations were prepared in collaboration with national experts, following the proven model of the International Chemical Safety Cards, and made available through the CIS network.

Harmonization of information on chemical safety

As part of the follow-up to the 1992 United Nations Conference on Environment and Development, the ILO continued to play a leading role in international efforts to achieve the environmentally sound management of toxic chemicals. In a globalizing world in which hazardous chemicals are crossing national frontiers in rapidly increasing volume, the emphasis was placed on the development of clear and standardized information on the properties of chemical substances and on a universally harmonized system for the classification and labelling of chemicals.

Within the framework of the WHO/ILO/UNEP International Programme on Chemical Safety (IPCS), the ILO continued to manage the preparation, translation and dissemination of International Chemical Safety Cards (ICSCs), which provide a clear summary of essential health and safety information on chemical substances for use at the workplace and for inspection purposes. These cards are all subject to peer review by experts from around 20 national institutions. The full collection of 1,200 ICSCs currently exists in Chinese, English, Finnish, French, German, Japanese, Spanish and Swahili. Partial collections are available in almost 30 languages. The cards are disseminated through the Internet and in CD-ROM and hard-copy versions.

The widespread use made of the cards is illustrated by the numbers of requests received from individual enterprises and users when new cards are approved, requests for assistance with translation and the numbers of users through the Internet. Assistance is currently being provided for their translation into Portuguese (Brazil), Hindi, Bangla and Tamil. The cards, which are available on the website of the United States National Institute for Occupational Safety and Health, account for a significant proportion of the visits to the Institute's site.

A longer term activity consists of the continuing development of the globally harmonized system for the classification and labelling of chemicals (GHS). This

project, which was initiated by the ILO in 1990, places emphasis on broad collaboration between the competent international organizations and a very wide-ranging approval process of the proposed standards by over 300 experts worldwide representing the major stakeholders.

Experience in such areas as international hazard symbols and the harmonization of practices for the transportation of dangerous goods shows that, although universal standards take time to be accepted and broadly implemented, they contribute greatly to improving safety. The GHS is planned to be completed as a non-binding standard by the end of 2000, when the implementation phase will begin.

Conditions of work

Maternity protection

The ILO's efforts to improve the protection of working mothers centred on the revision of the Maternity Protection Convention (Revised), 1952 (No. 103), and Recommendation, 1952 (No. 95), which were examined in their first discussion by the Conference in June 1999. During the preparatory work for the revision of these instruments, replies were received by the Office from a large number of member States and employers' and workers' organizations. Many of the replies emphasized the need to develop instruments providing effective protection for the largest possible number of women in different national situations and at different levels of development.

Maternity protection

The Conference Committee on Maternity Protection decided that the new instruments should take the form of a Convention supplemented by a Recommendation. The Committee proposed that the new Convention should apply to all employed women, allowing, however, for the exclusion of limited categories of workers. It would set a minimum period of maternity leave (not less than 12 weeks), a portion of which would be compulsory. Leave would also be provided in the case of maternity-related illness or complications. Cash and medical benefits would be provided. Employment protection would cover the woman's pregnancy, absence on leave and a period following her return to work, but would not be absolute. Members would take measures to ensure that maternity does not constitute a source of discrimination. Women would be entitled to daily breaks for breastfeeding.

The proposed Recommendation would encourage the extension of maternity leave to at least 16 weeks. Extension of leave was also recommended in the case of multiple births. The instrument would contain additional provisions on maternity benefits, and recommendations for financing those benefits. It would also provide for further protection in respect of employment and discrimination, health protection for any woman employed in work which could be prejudicial to her health or to that of her child, and related types of leave.

Working time and occupational safety and health

The importance of working time as an issue for workers' protection has long been recognized and yet the relationship between working time patterns and the safety, health and well-being of workers is not widely understood. A study was undertaken during the biennium examining the impact on workers of shift and night work, overtime, annual hours of work, hours averaging and irregular hours. It takes account of the costs and benefits, for both employers and workers, of particular patterns of working time and proposes intervention strategies and practical recommendations for the management of working time.

The discussions leading to the probable adoption of new maternity protection standards in the year 2000, coming at a time when women's social and economic roles are being transformed, have sparked considerable interest. Women today tend to remain economically active throughout their childbearing years and their financial contribution to household income has become essential to the well-being of families. Indeed, maternity protection is coming to be more

widely viewed as a condition of equality in employment. These debates have also focused attention on the uneven protection currently in place.

Work Improvements in Small Enterprises (WISE) programme

The ILO's Work Improvements in Small Enterprises (WISE) methodology has proven to be very effective in introducing simple, low-cost improvements in the working conditions in small enterprises. It continued to be implemented in several countries worldwide, and particularly in the Philippines, where it has been institutionalized as official policy. Training programmes were organized for its introduction in other countries, including six English-speaking African countries as well as other countries in Asia and Central and South America.

Efforts are now being made to adapt the materials to the specific needs of different types of small-scale enterprise. An action manual was published[7] and is being translated into French and Spanish.

The methodology was adapted during the biennium to reach two major and hard-to-reach categories of workers, namely small-scale farmers and informal sector workers. A methodology and practical materials — Work Improvements in Neighbourhood Development (WIND) — were prepared and tested in pilot programmes to help workers in small farms to improve their working and living conditions. Similar steps were taken to assist workers in the informal sector and micro-enterprises through the formulation of the Work Improvement and Development of Entrepreneurship (WIDE) methodology.

Work Improvement and Development of Entrepreneurship (WIDE)

The WIDE programme aimed to integrate the concepts developed under the ILO's Improve Your Business and Work Improvements in Small Enterprises programmes, and apply these to micro-enterprises and the informal sector in various countries in the Asian region.

Micro-entrepreneurs were mostly quick to respond, by actually implementing in their businesses some of the ideas they gained. The ideas for improvements in working conditions that were implemented were concrete and with clear benefits, quick to implement, low-cost or no-cost, and linked to another aspect of business improvement. For example, several home-based shoe manufacturers allocated a specific location in their houses as workplaces, moved dust-producing machines away from living areas, stored glues away from the reach of their children and arranged shoe lasts and finished products on shoe racks. The enterprise development suggestions that entrepreneurs implemented quickly were those that were easy and had an immediate effect on profits or on the entrepreneurs' understanding of their business. For example, a number of businesses moved to new locations for greater visibility and accessibility to their customers, and reported strong sales growth. Others improved inventory management and financial record-keeping. Making easy changes which produced immediate benefits encouraged entrepreneurs to attempt more complicated or costly changes.

Social initiatives by enterprises

Some companies are now recognizing that protecting their workers' welfare can help reduce turnover and absenteeism, improve morale and productivity, and ultimately boost profitability. As a means of persuading corporations that they can do more and do better in protecting and promoting their workers' welfare, advocacy can therefore have significant impact in promoting voluntary initiatives by enterprises that improve labour protection.

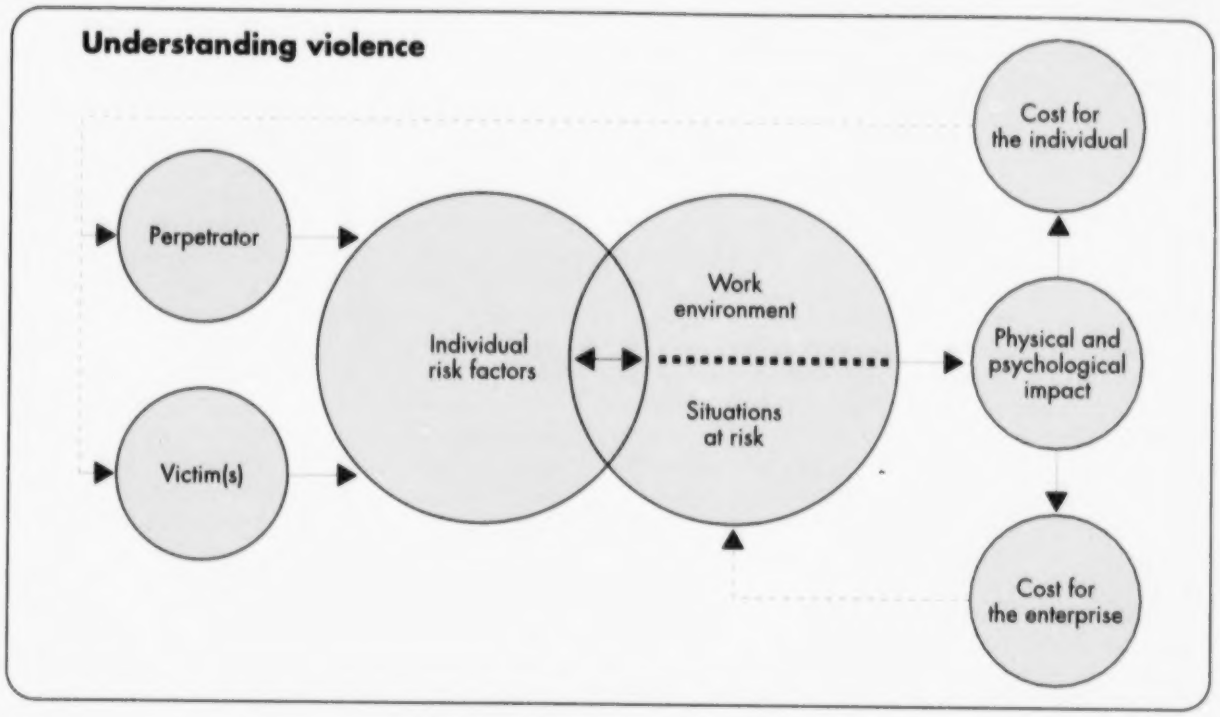
An action programme was undertaken during the biennium to promote social initiatives by enterprises to enhance worker protection and welfare. Research focused on good practice by enterprises in a variety of sectoral and geographical contexts, highlighting three areas of good practice: assessing workers' perception ("pulse-taking") at the workplace; helping workers integrate work and family concerns; and promoting employee assistance programmes (EAPs), particularly with respect to alcohol and drugs and HIV/AIDS.

The research found that these initiatives tend to be bundled together and are directly linked to a corporate philosophy which recognizes workers as a valuable resource. Several case studies on what constitutes good practice were also carried out and highlighted the strategic importance of such initiatives for both the workers and the company.

Violence at work

One of the ILO publications which received the widest publicity in the media during the biennium was on the subject of violence at work.[8] A series of tragedies, such as the massacre at Dunblane School in the United Kingdom, had already focused attention on the issue. In addition, the violence suffered by workers in sectors such as transport, health care and hotels and tourism has been receiving steadily greater publicity. Meetings with the press and special workshops gave the publication a high-profile launch, resulting in requests for advisory services from several countries, as well as from the European Union.

The publication examines the causes of violence at work and suggests ways of preventing it. Best practices in the field of prevention are highlighted. During the biennium, constituents in many countries and sectors were quick to take action and a second edition of the publication was prepared towards the end of 1999 to take into account the additional experience acquired and the progress made in developing preventive action over the short period since the appearance of the first edition. A French version of the report was also published. Reflecting these developments, the ILO also compiled and published an annotated bibliography on



violence at work and drew up a list of key websites which have been found to provide accurate, reliable and contemporary information about this subject.

Drug and alcohol abuse prevention programmes

Promoting a healthy workforce

The past two or three biennia have seen growing recognition, at least in certain countries and among experts, of two important aspects of drug and alcohol abuse. These are, firstly, that substance abuse is a very important workplace problem, often accounting for between 20 and 25 per cent of work-related accidents and causing high rates of ill-health and absenteeism; and secondly that, with some two-thirds of alcohol and drug abusers in employment, consensual action by the social partners is a particularly effective instrument in addressing the issue.

The ILO code of practice

The ILO's Code of practice on the management of alcohol- and drug-related issues in the workplace, adopted in 1995,[9] has played a seminal role in developing a broadening consensus on a number of important principles in this field. These include:

- the importance of addressing the problem through partnerships at work and in the community, particularly between employers' and workers' organizations;
- the need to regard substance abuse problems as a health issue; and
- the emphasis which should be placed on prevention, assistance and the rehabilitation of abusers.

Many of these principles were included in the United Nations Declaration on the Guiding Principles of Drug Demand Reduction, adopted by the Special Session of the General Assembly on the World Drug Problem in June 1998. The code of practice also inspired the development of prevention campaigns at the national level, for example in the United Kingdom.

International partners

Through its partnerships with international and regional agencies, and particularly with the United Nations International Drug Control Programme (UNDCP), WHO, the Council of Europe and the European Union, the ILO was able to contribute to several developments during the biennium.

A national prevention programme

One of the participants at the 1995 meeting which adopted the ILO Code of practice on the management of alcohol- and drug-related issues in the workplace used the code as an instrument to promote a business-community prevention programme in Greater Manchester, United Kingdom, focusing on drugs, alcohol and other health hazards among the workforce.

The recently launched national programme was in turn modelled on the Manchester initiative. The national programme is based on courses for company and community trainers. Its objective is to educate the entire United Kingdom workforce on the dangers of substance abuse.

Supporting action at the national level

The ILO also took a leading role in a series of projects to introduce prevention and assistance programmes in over 100 large and small enterprises in various countries throughout the world. In general, the enterprises involved have made a striking shift towards primary prevention. In several of the countries concerned, including Poland and Namibia, the projects led to the creation of associations of human resource managers against drug abuse, which have been instrumental in replicating preventive action on a broader scale at the national level.

An ILO/UNDCP project in six Central and Eastern European countries led to the establishment of tripartite advisory boards and national teams for project implementation. These bodies have provided an important stimulus for action at the national and enterprise levels. Several of the enterprises involved in Ukraine have reported that, instead of their previous reliance on disciplinary measures to combat drunkenness at work, they have found prevention to be both more effective and less costly. Some enterprises in Slovenia have reported a decline in absenteeism and sick leave following the introduction of prevention programmes.

Bringing together experts and the social partners

Over 200 representatives of employers' and workers' organizations, public authorities and NGOs met in Sundsvall, Sweden, in May 1999, at the Fourth International Private Sector Conference on Drugs in the Workplace and the Community. The participants agreed upon an action plan, the main feature of which is the development of networks and partnerships at the regional and local levels to kick-start preventive programmes in the workplace and the community. The networking will be supported by ILO activities, including the database on drug and alcohol prevention programmes set up during the biennium.

Prevention programmes in India

As part of a joint ILO/UNDCP project in India, selected NGOs were trained in the community-based rehabilitation of drug addicts. A total of 18 model programmes, incorporating self-employment programmes for the social integration of recovering addicts, were set up in nine Indian cities. In addition, 12 enterprises, including the Karnataka State Transport Corporation, developed and adopted policies and prevention programmes in consultation with workers' representatives.

The introduction of consensual programmes focusing on prevention and on the rehabilitation of substance abusers constituted an innovation in India. It resulted in proposals for amendments to the national legislation and changes in the Government's policy in this field, with a view to the widespread replication of the pilot activities.

Recent research

In view of the importance of consolidating knowledge in a comparatively new discipline, the ILO collaborated with the Canadian Centre on Substance Abuse to review research work. One of the main findings of recent research is that performance impairment can be caused by even fairly low quantities of alcohol or drugs. Moreover, even though heavy drinkers and dependent drug users constitute the biggest risk factors, the majority of workplace problems attributable to substance misuse are caused by moderate or occasional drinkers, who are much more numerous than problem users.

The findings of the review confirm the need for broad-based and consensual prevention policies. Despite the progress which has been made, the review also emphasizes the tremendous amount of work that is still needed to raise awareness of this widespread problem and ensure that effective prevention measures are implemented as broadly as possible.

Social security

Reviewing social security principles and standards

While priority continued to be given during the biennium to improving the understanding and application of the ILO's social security standards, it was recognized that changes in society and economic developments had resulted in the principles governing social security being challenged in a number of countries. An initial analysis was therefore carried out of these principles to identify aspects which require further examination and this will be developed into a comprehensive review leading to the possible formulation of options for revision of ILO social security standards. This matter will be a specific topic of discussion at the International Labour Conference in 2001.

Guidance on the underlying principles of social security was also provided through two major publications. The first of these was the *World Labour Report*, which points out that income security is derived from many sources and that, in the developed world, the volume of transfers in the form of income security measures has reached nearly 25 per cent of GDP.[10] Although many are concerned about its cost, it should be remembered that social protection systems play a vital role in guaranteeing social stability. They help to raise productivity in a variety of ways and constitute a vital element in containing the insecurity unleashed by liberalization and globalization.

The most urgent challenge to be addressed is the need to extend social protection systems to cover the

Conclusions of the *World Labour Report*

The *World Labour Report* reached a number of policy conclusions on the future of income security and social protection, which may be briefly summarized as follows:

- the greatest challenge is to extend the coverage of social protection to the large proportion of the population in developing countries who are not yet covered, through the extension of existing schemes, as well as through the development of special schemes for the self-employed and workers in the informal sector;
- the need for good governance, based on the sound design of social security schemes and the establishment of suitable institutional arrangements through which insured persons can participate in their management;
- the link between social protection and gender, with the improvement of income security for women leading to greater equality between women and men, both in the home and in the labour market;
- the affordability and positive economic effects of social protection, which plays a major role in guaranteeing social stability, especially in times of rapid change; and
- the benefits of increased participation by insured persons, who can ensure that the schemes reflect the needs and aspirations of those whom they are designed to serve.

large proportion of the population which does not have access to social security systems.[11] Hopes that, in due course, the models of social protection developed in the industrialized countries would also spread to the developing world have been disappointed and long delayed. It is necessary to address this issue, which can no longer wait upon the general drift of economic growth. The social security institutions which exist in developing countries must therefore be assisted in improving their management, benefit levels and, above all, their coverage of the population.

Another possibility considered was the development among those working in the informal sector of contributory self-administered schemes. These would essentially be in the form of micro-insurance schemes based on the principles of solidarity and risk-pooling, but providing basic social protection to meet priority needs identified by the members in return for an agreed small contribution. Such schemes were particularly suited to coverage of health care but were still innovative and there were many practical problems that needed to be addressed before they could become widespread.

A publication was also prepared, in the context of an action programme, on the reform and management of pension schemes, based on a set of policy papers which were produced and discussed with social security experts in seminars in each region. It was expected that this book would become a standard reference for all social security planners and managers.[12]

Strategies and Tools against Social Exclusion and Poverty (STEP)

The major innovation during the biennium in the ILO's activities in the field of social security was the launching of the Strategies and Tools against Social Exclusion and Poverty (STEP) programme. STEP focuses on combating social exclusion and extending social protection to the very large percentage of the population in developing and many transition countries which is currently outside the scope of more traditional social protection schemes.

There is a growing realization and consensus that the extension of social protection to excluded categories of the population cannot be achieved on the basis of traditional social security systems alone. There is therefore an urgent need for innovation, experimentation and the reform of policies and strategies in this area. STEP made a start during the biennium in developing and disseminating innovative methods of social protection capable of reconciling economic efficiency with social solidarity, and of combining social justice, good management and economic realism.

The approach adopted by STEP is based on the active participation of civil society and excluded workers in defining and implementing appropriate forms of social protection. For this purpose a programme strategy has been adopted comprising:

- the *development of knowledge* of the most significant innovations around the world, with the identification of practical lessons and the preparation of methodological and training tools;
- the *provision of services* to constituents, including advisory services, the development of projects, the organization of training and the promotion of dialogue and networks;
- *advocacy* in the international debate on the future and extension of social protection systems; and
- the development of *strategic partnerships* with other international organizations and the broad range of players concerned, including governments, the social partners, community organizations and civil society, donors, the private sector, research centres, NGOs and local authorities.

By the end of the biennium, some ten donors had agreed to contribute around US$16 million to support the activities of STEP.

The STEP programme and the global network called Women in Informal Employment Globalizing and Organizing (WIEGO) co-organized a workshop on "Social Protection for Women in the Informal Sector" in December 1999 with participation by practitioners, researchers and policy-makers from governments, the social partners, development agencies, civil

STEP research project on social exclusion

STEP's project for social economy research in developing countries to confront poverty and social exclusion contributes to the research component of STEP's overall knowledge development. In this respect, "social economy" refers to the activities of entities such as cooperatives, mutual societies and other non profit-making organizations applying the following principles: quality of service to their members or communities, rather than profit; managerial autonomy; democratic decision-making processes; and the primacy of people and labour over capital in the distribution of income. The project's main themes for research encompass the following three aspects:

- strengthening the concept of the social economy as it appears in the developing countries, including the impact and effectiveness of the social economy;
- research into local development strategies and how they involve a thorough understanding of the need to use a grass-roots approach;
- promoting micro-insurance through solidarity and community-orientation in order to reach the poor and socially excluded effectively.

All three themes include gender as a cross-cutting feature.

society and research institutions. The workshop identified gaps in, and priorities for, future programmes and formulated recommendations that will be incorporated in an action plan by ILO/STEP and WIEGO.

Women in Informal Employment: Globalizing and Organizing (WIEGO)

The recommendations resulting from an international workshop on social protection for women in the informal sector, held in December 1999, covered the following:

- continued research on best practice, viability and replication values of existing micro-insurance schemes open to women and men workers in the informal sector;
- development of partnership between structures working for the extension of social protection (governments, employers' organizations, trade unions, civil society, research communities and development agencies);
- capacity building for women in the informal sector to empower their participation in policy decisions at local, regional and national levels about their rights to social protection services;
- gender-sensitive socio-political analysis of the extension of social protection to informal sector workers;
- concrete linkages between STEP's activities on extending social protection to workers in the informal sector and other ILO programmes working in this area, in particular with workers' activities programmes;
- dissemination of information materials, research findings and training materials though ILO/STEP and WIEGO's networks;
- enhancement of regional information and exchange programmes on awareness building;
- development of the knowledge base on insurance schemes aimed at informal sector workers.

Micro-insurance and mutual funds

Many of the activities carried out under the STEP programme have focused on the concept of micro-insurance, particularly in the form of community-based mutual funds for social protection. A regional programme, based in Dakar, for the development of mutual health and other funds in West Africa was launched in collaboration with the organizational and cooperative support to grass-roots initiatives (ACOPAM) programme. In this context, case studies[13] were carried out and a regional seminar was held in Abidjan, which developed the Abidjan Platform. A network was also established of partners in the region who are active in fighting exclusion, particularly in the field of access to primary health care in Africa. Financing was obtained for projects in 11 African countries, which will be implemented between 1999 and 2003.

Activities for the promotion of micro-insurance concepts were also being developed at the end of the biennium in Latin America and Asia. In Latin America, a major regional initiative was launched in collaboration with the Pan American Health Organization (PAHO) with a view to extending social protection in the field of health care. The initiative began with a diagnostic phase and a study of innovative social protection systems and led up to the holding of a regional tripartite meeting in Mexico City in November-December 1999, at which a series of working papers was presented.[14] The ILO and PAHO also presented a joint position paper.[15] The participants at the meeting agreed on a regional action plan, which focuses on:

- the joint work of the two organizations in the field of social protection in health with a view to establishing health systems based on the principles of equity, efficiency, solidarity, responsibility and sustainability;
- the need for further research at the national and regional levels on social exclusion and the extension of social protection in health;
- the identification of local initiatives for the extension of social protection in health;
- the dissemination at the national and international levels of the results of the meeting; and
- the execution of activities taking into account social dialogue and participation of all the interested parties.

Financing was also obtained for pilot projects in Haiti and Chile.

A similar initiative will be launched in Asia in 2000, for which some project development activities were carried out towards the end of the biennium.

STEP projects in Africa, 1999-2003

Social inclusion in Portuguese-speaking Africa and in Portugal
This project aims to replicate and disseminate the promising experience acquired by Portugal through its National Programme to Fight Poverty and to strengthen local development in the field of social inclusion in Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome and Principe. Experience will be exchanged through a website, a newsletter, a discussion forum, case studies, workshops and teaching materials. The project will provide technical support to different field workers and local development agencies in the field of social protection for the excluded and pilot projects will be undertaken in favour of excluded populations.

STEP in West Africa
A regional project is being implemented in West Africa to promote the right of women to social protection, notably affordable and improved health services, with emphasis on reproductive health care. Activities will be conducted in Benin, Burkina Faso, Guinea (Conakry) and Senegal. The project will contribute to enhancing the capacity of women and adolescent girls in the informal sector, through selected women's organizations, to set up and manage their own micro-health insurance schemes, which will give them power vis-à-vis the local health providers to negotiate their own terms for the purchase of health care.
The project includes awareness-raising activities for health providers, decision-makers in governments and national/international development agencies which are involved in planning and implementing basic health services. The innovative use of the micro-health insurance system as a tool to increase women's contribution to the improvement of quality health care will be documented and disseminated to other countries. Partnership with United Nations/international development agencies is key to the project's implementation strategy. Within the framework of the Bamako initiative, launched by UNICEF and WHO, the project builds on promoting more accessible and affordable health care through the involvement of local communities. By working in partnerships and using participatory approaches, the project promotes solidarity and encourages the mobilization of ideas designed to influence development thinking.
The project is executed in collaboration with WHO, UNFPA, UNICEF and UNDP. At the national level, the project activities are being identified and jointly implemented with ministries of health, social affairs and women's affairs and a number of NGOs working in the field of social protection.

Lévé Débouté
The level of economic development in Rodrigues Island (Mauritius) has lagged behind the high growth rates recorded for Mauritius Island. As a result, socially excluded people are widespread throughout the island and a large part of the population faces major problems caused by declining productivity in agriculture and fishing.
The project known as Lévé Débouté aims to improve the living and working conditions in the poor segment of the Rodriguan population by enabling the poorest communities to take care of their own development needs. Local economic development will be stimulated through participatory social and income-generating activities. The project will concentrate initially on ten selected villages classified as the poorest of the poor. The successful results of these activities will be extended to 20 villages throughout the island. The project will help the rural populations, and particularly the excluded, and their self-help organizations to gain access to technical and financial tools in order to promote income-generating activities. The active participation of all the key players is the underlying theme of the project.

Technical assistance for the development of social security schemes

Technical assistance was provided to constituents in over 40 countries. A special area of focus was South-East Asia, where the financial crisis exposed weaknesses in the social protection systems, including their limited population coverage; the absence of income security for the poor, the unemployed and the old; and the tendency to rely on lump-sum benefits rather than periodic payments. A number of reviews were carried out and several countries have taken steps, with ILO support, to improve matters. In Thailand, a feasibility study was completed relating to the possible introduction of unemployment insurance benefit schemes. This study showed that such schemes could be introduced at a cost of only 2.5 per cent of the payroll to provide benefit at 50 per cent of previous earnings for 12 months for insured workers who become involuntarily unemployed. The effectiveness of such schemes is, however, dependent on administrative capacity. A linkage would need to be made between benefit entitlement and the employment services to ensure that beneficiaries identify and seek work opportunities.

The social impact of the crisis was particularly severe in Indonesia, where the social protection system is both limited and subject to a range of governance and structural weaknesses. As a consequence of a comprehensive review of the social security schemes, in which the ILO has played a major role, a consensus is emerging among policy-makers and the social partners, based on proposals for a major restructuring of formal sector schemes. Special attention will also be given to the need to develop schemes for the informal sector.

New social security systems designed with the ILO's assistance were introduced in Namibia and the United Republic of Tanzania, and are awaiting implementation in Botswana, the Lao People's Democratic Republic and Zambia. Major projects to reform the administration of social security systems were commenced in Gabon and Cameroon. At the request of France, a report was also produced analysing strategic planning and consultative processes for social security reform in various industrialized countries.[16]

Training for social security planners and managers is both an important component of technical assistance

Strengthening social protection in Malaysia

Following the Asian financial crisis, the ILO provided assistance to Malaysia to examine the possibility of extending the scope and level of its social security benefits. The proposals which have been developed and costed include:

- the partial conversion of the provident fund system, which provides lump-sum payments based on predetermined contributions to pension schemes, into schemes providing pensions throughout the contingencies of old age, death of the breadwinner (survivors' pensions) and disability, in accordance with the relevant ILO standards; and
- the extension of income security schemes to cover the self-employed for the contingencies of disability, death and employment injury.

programmes and a significant activity in its own right. In this respect, a set of training manuals has been prepared and published on social security principles, administration and financing and pensions and a final manual on social health insurance, and a trainers' guide will shortly be published to complete the set. The manuals are in English but will be published in French and Spanish in the near future. They are intended to assist social security administrators in developing training programmes.

Financial and actuarial evaluation

The viability of national social protection systems depends largely on the sound financial management of individual social protection schemes, such as pension and health care schemes, as well as of the system as a whole, including unemployment benefit and social assistance schemes. The ILO continued to provide assistance to constituents in order to improve the quantitative governance of their social protection schemes through advisory services, the development of tools for quantitative management and capacity-building activities.

Around 30 countries benefited from technical cooperation or advisory activities during the biennium. The assistance provided ranged from short diagnostic or advisory missions to traditional actuarial or financial evaluations of pensions and other social security schemes. In certain cases, such as those of Panama, Poland and Ukraine, complex social budget exercises were undertaken to analyse the overall financial situation of national social protection systems and their likely future development. The majority of these activities included a training component with a view to the transfer of the respective quantitative evaluation technology to constituents.

Internet version of the social budget model

One of the highlights of the biennium in this field was the publication on the ILO's website of the first generic version of the ILO social budget model, which is a unique and innovative tool for the analysis of national social protection systems. This tool is now freely available over the Internet to all interested social security practitioners and researchers. Some 30 institutions have signed licensing agreements with the ILO for the use of its software in this field. The results of ILO social budget exercises are currently also being used as a basis for debates on the reform of social protection in such countries as Panama and Ukraine. In Ukraine, legislation has been adopted making the establishment of a social budget a formal requirement in the government budgeting process. The ILO is also providing assistance for the establishment of a social budget unit in the Ministry of Labour.

In collaboration with the International Social Security Association (ISSA), a start was made on compiling

Introduction of the social budget model in Poland

The ILO's social budgeting methodology was transferred to Poland during the course of 1998. The Polish Ministry of Labour and Social Policy had signed an agreement with the Gdansk Institute for Market Economics making it responsible for developing the model, implementing it in the Ministry and maintaining it in the future. A working group of specialists and researchers was established to build the model and develop its various modules, which were fine-tuned and linked at a two-week workshop held in the Turin Centre in the summer of 1998.

The Polish social budget model was installed in the Ministry of Labour at the beginning of 1999 and has already been applied in order to: analyse the social policy consequences of various economic and fiscal scenarios prepared by the Ministry of Finance; simulate the medium-term developments in social expenditure resulting from the reforms in pension and health care financing introduced at the beginning of 1999; and simulate the financial and social consequences of various options for the adjustment of benefit policy.

The introduction of the model in Poland fulfilled the three conditions which, in the ILO's experience, have to be met to ensure a viable outcome. These are:

- the commitment by the Government to the implementation and institutionalization of medium- and long-term planning of overall social expenditure and its financing;
- the major role played by national experts in the development and maintenance of quantitative tools; and
- the commissioning of the development work to a national research institution in cases where the government agencies responsible for social protection policy and its financing are understaffed.

Following the implementation of the project, Polish experts are now introducing the techniques in the Republic of Moldova and Lithuania, and are expected to do so in Estonia in the near future.

a series of textbooks on quantitative methods in social protection. The series is intended as a type of encyclopaedia on the subject, which it is hoped will become standard reading for social protection practitioners.[17]

Equality for women in employment

This section draws together a number of the activities carried out to promote equality of treatment for women workers, particularly as a follow-up to the Fourth World Conference on Women (Beijing, 1995). However, the gender dimension became increasingly mainstreamed during the biennium throughout the work of the ILO, and gender issues are therefore addressed in the activities described in each part of the report.

The dissemination of information was furthered through the revision and updating of a guide to women workers' rights and gender equality,[18] as well the preparation of training materials.[19] A compendium was also produced of ILO programmes and projects which are either specific to women or contain a gender component.[20]

Towards the end of the biennium, a number of activities were organized in preparation for the Special Session of the United Nations General Assembly devoted to Beijing +5, to be held in the year 2000. In addition to participating in the preparatory meetings organized by the United Nations regional commissions on this subject, specific meetings were held by the ILO in a number of regions covering Beijing +5 and Copenhagen +5 to be held in Geneva in June 2000. A paper was prepared at the end of the biennium on the ILO's contribution to the implementation of the Beijing Declaration and Platform for Action.

Mainstreaming gender issues throughout the work of the ILO

The process of mainstreaming gender issues throughout the work of the ILO was given the highest priority with the arrival of the new Director-General. In only his second address after taking up office, on the occasion of International Women's Day (8 March 1999), Mr. Somavia pledged to speed up the pace of and strengthen the commitment to gender mainstreaming in the ILO, both within its own walls and through its global activities. He has also insisted that, in formulating its policies and programmes, the ILO must combine the principles of gender equality and equity to combat persistent problems of discrimination.

During the process of restructuring the Office, a concerted effort was therefore made to strengthen gender mainstreaming in all aspects of the ILO's work, thus substantially increasing the potential of its activities to promote equitable development. Significant efforts were made in the closing months of the biennium to reinforce this strategy through gender training and capacity-building activities.

The ILO Action Plan on Gender Equality and Mainstreaming in the ILO: Institutionalizing gender issues within the ILO

One of the means by which the ILO had ensured that gender issues were included in its work in previous biennia had been the gender focal point system. A research project was carried out in 1998 with the United Nations Research Institute for Social Development (UNRISD), based on questionnaires and interviews with the focal points, to evaluate the system and develop recommendations on how to improve the integration of gender concerns throughout ILO activities and practices. The consensus among focal points at headquarters and in the regions was that gender mainstreaming needed to be institutionalized as an Office-wide strategy.

Based on these activities and the findings of the research project, task teams were set up to develop an Action Plan on Gender Equality and Mainstreaming in the ILO. The action plan was adopted by the Director-General and the Senior Management Team in December 1999 after broad consultation. The plan lays out the institutional framework for establishing gender as a cross-cutting issue within the ILO's four strategic objectives, and comprises the following main elements:

- strengthen institutional arrangements for gender mainstreaming;
- introduce accountability and monitoring mechanisms and allocate adequate resources for gender mainstreaming;
- build up staff competence on gender issues; and
- improve the gender balance among staff at all levels.

The time frame for the plan is approximately two years (2000-01), although many items will be carried into the following biennium. It will be evaluated on a six-monthly basis and revised as necessary.

The implementation of the plan requires coordinated efforts throughout the Office. At the heart of the plan is making the ILO's knowledge base, services and advocacy work truly reflect the realities of men's and women's experiences and their strategic gender needs, thus improving the quality of the ILO's output.

Gender issues at the International Labour Conference

At the 86th Session of the International Labour Conference, held in June 1998, a gathering was organized with a panel discussion on women's participation in ILO meetings. The discussions clearly showed that, although some progress has been made in this area,

much remains to be done to improve the situation of women in the work of the ILO.

At the 87th Session of the Conference in 1999, the event was upgraded to an Informal Tripartite Meeting at the Ministerial Level on "Let's make gender equality a reality". The meeting was opened by Ms. R. Dreifuss, President of the Swiss Confederation, and the speakers included ministers, representatives of employers' and workers' organizations and the Chairperson of the United Nations Commission on the Status of Women.

There was broad consensus on the importance of gender as a cross-cutting issue and of gender mainstreaming as a strategy for achieving equality. The speakers also emphasized the important role of governments and employers' and workers' organizations in promoting equality between men and women in a context of rapid globalization.

Training and information dissemination on women workers' rights

An interregional project on training and dissemination of information on women workers' rights continued to be implemented in 1998 and part of 1999. The project covered ten countries (China, Egypt, El Salvador, Hungary, India, Mali, Suriname, Ukraine, Viet Nam and Zimbabwe). In the countries concerned, national tripartite steering committees were set up and a tripartite-plus participative process, involving the social partners, women's associations and other institutions of civil society, set in motion to develop and implement joint action plans for the promotion of women workers' rights and gender equality.

Groups of trainers and resource persons were established from counterpart agencies. The ILO's training package on women workers' rights was translated and adapted to national conditions and needs,[21] and posters, leaflets and other information and awareness-raising materials were developed. After the programme came to an end in March 1999, the institutions set up in many of the participating countries continued to function.

Action against HIV/AIDS

HIV/AIDS has been emerging as a serious social and labour problem in the world, especially in Africa. The pandemic is impacting negatively on employment, especially in small-scale enterprises and the informal sector, and on the overall supply and quality of labour. Large sections of Africa's experienced labour force are decimated by the pandemic. The problem of child labour is exacerbated by the large number of orphaned children. Young women of childbearing age are especially affected, thereby worsening the social and economic situation of women. Social security systems are seriously threatened.

In response to a growing concern among African member States and a request made by the Labour and Social Affairs Commission of the Organization of African Unity (OAU), the ILO organized a Regional Tripartite Workshop on Strategies to Tackle Social and Labour Implications of HIV/AIDS which took place in Windhoek, Namibia, in October 1999. In response to the demands and interests elicited by the Windhoek meeting, a number of informative and analytical documents were published.[22]

Migrant workers

National policies on migrant workers have been placed under increased strain by the growing volume of unauthorized migration, the rise in xenophobia in migrant-receiving countries and anxieties about migration pressure. Arrangements for the management of migration which have proven effective in the past, such as bilateral agreements, are being increasingly bypassed by the complexities and problems involved in globalized markets, in which a large proportion of migration for employment is organized by profit-making commercial agents. Moreover, a greater volume of migration is taking place under clandestine conditions in order to evade the tighter restrictions which are being placed on the legal entry and employment of foreign workers.

The objective of ILO action in the field of international migration for employment is the design and implementation by constituents of policies and measures which provide effective protection to migrant workers, combat discrimination and improve the management of

Interregional project on training and information dissemination on women workers' rights: Examples of impacts in China, El Salvador, India and Suriname

China

The former project coordinator maintained regular contact with the members of the steering committee after the project terminated in February 1998. The Ministry of Labour continued to exchange views with the All-China Federation of Trade Unions (ACFTU), the China Enterprise Directors' Association (CEDA) and the All China Women's Federation (ACWF) in follow-up to common initiatives concerning female workers who had been laid off. All members of the committee organized specific workshops on issues related to women workers and gender equality in their specific target groups. The Ministry of Labour established a coordination group on women workers in August 1998, responsible for collecting information and providing guidance to local labour departments and bureaux.

The ACFTU adapted the modular training package produced by the project to its needs, reproduced it and disseminated it among local trade unions. CEDA produced and distributed several brochures presenting the ILO's view on women workers' rights to its female entrepreneur members.

El Salvador

The members of the steering committee maintained frequent informal contact amongst themselves and with the project coordinator after the project ended in March 1998. El Salvador's steering committee was the only one from the interregional project which formulated a fully fledged follow-up project proposal. However, the lack of financial resources made it difficult to maintain more formal links for common activities.

The Ministry of Labour distributed the brochures on women workers' rights produced within the framework of the project. Officials (mostly labour inspectors) trained by the project from this Ministry, and from the Ministry of the Interior, maintained their activities.

India

After the project activities terminated in April 1999, the project coordinator received a remarkable amount of positive feedback in appreciation of the training package, the bibliography on women workers' rights and the publicity material, from trade unions, research foundations, institutes of labour studies, institutes for rural development, gender resource centres and other women's NGOs, as well as from various associations of professional women. All of these institutions were using these materials in their work. Meanwhile, the training package on women workers' rights was translated from English into Hindi and Kannada.

Suriname

The steering committee set up by the project continued to meet at the request of the Ministry of Labour in order to:

- implement the workplan drafted at the end of the project in November 1998;
- discuss a wide range of gender issues of priority to the country, from the impact of globalization to specific cases of sexual harassment; and
- share information on forthcoming events, including ILO seminars.

The individual members of the steering committee continued to be actively involved in women workers' rights and gender equality issues. Some of them participated in advisory boards and contributed actively to gender projects and seminars of the ILO, the United Nations Development Fund for Women (UNIFEM) and national organizations. Others took part in commissions dealing with such issues as the preparation of an interpellation proposal on sexual harassment at work to be presented to the National Assembly.

The training module on women workers' rights was used in the training of personnel of several departments of the Ministry of Labour. There were many requests for the brochure "Female employees know your rights" produced by the project.

migrant flows, particularly in terms of reducing irregularities and integrating established migrants into their host societies. To this effect, ILO action focused on three main areas:

- evaluating the experience of the more advanced countries in using various policy instruments to manage migration and the integration of immigrants;

Interregional project on training and information dissemination on women workers' rights: Recommendations for the promotion of women workers' rights in Ukraine

The information materials published in Ukraine on women workers' rights include a number of recommendations to strengthen the observance of these rights. These include:

- completing the ratification by Ukraine of international and European human rights instruments, and in particular the United Nations Declaration on the Elimination of Violence against Women;
- creating special agencies on the investigation of cases of human rights violations, including those of women's rights;
- educational and training activities relating to human rights and the observance of women's rights, with compulsory consideration of the gender factor;
- analysis of national legislation from the gender perspective, with a view to elaborating proposals on bringing the legislation on women's rights into conformity with international human rights standards;
- implementing the recommendations of the United Nations Convention on the Elimination of All Forms of Discrimination against Women, the United Nations Declaration on the Elimination of Violence against Women and the relevant ILO Conventions; and
- media coverage of women's participation in social and economic transformations and decision-making.

- developing a global database on international labour migration which can be accessed easily by constituents and the public at large; and
- providing technical support for a regional cooperation effort among countries of Central and Eastern Europe in the field of migration policy.

Immigration quota systems

Among the policy instruments that were examined during the biennium are immigration quota systems which aim to limit numbers and bring greater selectivity to bear in the admission of foreign workers; employers' sanctions intended to curb the employment of undocumented foreigners; and amnesties and regularization programmes which could remove the vulnerability of many to exploitation on account of lack of legal status. The experience of some countries in administering a quota system for the temporary admission of professional, technical and similar workers with a view to filling niches in the labour market has been instructive in showing how difficult it is to identify real shortages, to avoid fraud and to prevent discrimination against older workers and minorities. In the case of employers' sanctions, a comparative study of the experience of France, Germany and the United States reveals the importance of political support for the policy at local levels and the need for closer supervision of standards governing minimum wages and other terms and conditions of employment for all workers, regardless of nationality and immigration status.

Integration policies for migrant workers

Previous work on integration policies had included research on the difficulties faced by immigrants and minorities in gaining access to employment in industrialized economies. Studies conducted during the biennium in Belgium, Denmark, Germany, the Netherlands, Spain and the United States reveal that, despite the existence in every country of anti-discrimination policies and programmes, a very large proportion of immigrant and minority job applicants still encounter discrimination in access to jobs. The first and most common form of discrimination tends to occur in the first contact with the employer, when applicants of immigrant or minority origin are simply told that vacancies have already been filled. Those who manage to make it to interviews sometimes find that they are asked for additional qualifications, unlike national applicants. At a third level of discrimination, inferior jobs are offered to immigrants or ethnic minority workers compared to national applicants with equal qualifications.

What the ILO sought to develop from these studies are insights into how existing anti-discrimination policies and programmes might be strengthened by voluntary measures taken by employers and workers' organizations, including staff training, as well as by legislative measures.

Reports on this research will be presented at a High-level Meeting on Achieving Equality in Employment for Migrant Workers, to be held in Geneva in early March 2000. The meeting will seek to establish an inventory of anti-discrimination and equality-promotion measures in 13 advanced countries which have taken part in the programme, identify good practices for application elsewhere and help the ILO define the elements for a future action programme at the global level.

General Survey on migrant workers

A General Survey on the ILO's standards and activities relating to the protection of migrant workers was undertaken by the Committee of Experts in 1998.[23] On the whole, it was concluded that the relevant ILO standards (Conventions Nos. 97 and 143 and their accompanying Recommendations, Nos. 86 and 151) have fulfilled their role in orienting national laws and regulations in certain areas, including the organization of migration flows. However, the mechanisms for disseminating information between countries and to potential users could be strengthened. In some cases, difficulties in applying the Conventions are due to misunderstanding of some of their provisions. The objec-

tions raised by some countries centre on certain Articles, notably the right of migrant workers to be freely mobile in the labour market after two years of legal stay.

The points of divergence lie in key areas of the instruments: recruitment of migrant workers, rights afforded to those in an irregular situation and the principle of equality of opportunity and treatment. The review of national law and practice reveals some discrepancies between certain principles laid down in basic texts or ratified Conventions and the measures actually taken and applied to control migration flows. Moreover, protection of the fundamental rights of migrant workers in an irregular situation is illusory. The methods by which States carry out their obligation, under Article 3(a) of Convention No. 143, to "suppress clandestine movements of migrants for employment and illegal employment of migrants" are not specified in the Convention, but some of the measures taken in practice may, in certain circumstances, constitute violations of the fundamental rights of workers. Although measures to ensure equality of treatment between migrant workers and national workers as regards conditions of work, social security and access to social services seldom raise difficulties in principle, the same cannot be said for the promotion of equality of opportunity.

The General Survey also raised the issue of whether the ILO's instruments on migration for employment should be revised to adapt them to the current conditions of international labour migration, particularly in view of the feminization of migration for employment, the increase in temporary migration in place of migration for permanent settlement and the rise in the volume of illegal migration. This question was discussed by the Conference Committee on the Application of Standards in June 1999 and the Governing Body in November 1999.

Database on international labour migration

Information on migration for employment, and statistics in particular, is currently widely dispersed and not readily accessible. With a view to facilitating access to information and comparable statistics on international migration, a database was launched on the ILO's website in 1999. The on-line international labour migration (ILM) database, drawn from contributions from member States, contains information on legislation and statistics on migration trends. In addition to helping constituents manage migration issues more effectively, the ILM database should facilitate the work of international and regional agencies responsible for monitoring and reporting on international labour migration, making accessible to them a large body of quantitative information which is currently widely dispersed.

Improving the rights of migrant workers from Central and Eastern European and the CIS countries in the European Union

Over the past three years, the ILO has been implementing a technical cooperation project to strengthen the policy, implementation and research capacities of Central and Eastern European countries (CEECs) on international migration questions. In 1999, one of the studies carried out under the project addressed the question of what measures would be necessary to protect the nationals of CEECs who are working and living in the European Union (EU).

The study pointed out that:

- although bilateral agreements between CEECs and the EU are still active, they will be of decreasing importance as new powers over immigration in general are exercised by the EU;
- CEECs would be well advised to make use of their association councils with the EU to promulgate subsidiary legislation in the form of decisions which improve the status of their migrant workers on the territory of the EU Member States; and
- both agreements and subsidiary legislation can include standstill clauses which prevent the diminution of rights of workers of third countries within the territory of the Member States.

The ILO's work in the field of international labour migration has brought it recognition as one of the lead agencies in combating discrimination against migrant and ethnic minority workers. During the biennium, the ILO's collaboration with international agencies included chairing the inter-agency committee which organized the United Nations Technical Symposium on International Migration and Development, held in The Hague in June-July 1998. The symposium reviewed the effectiveness of policy approaches to managing migration, particularly in the context of implementing the Cairo Programme of Action.

Persons with disabilities

The number of persons with disabilities continues to increase. Some 10 per cent of the world's population of 6 billion are affected by disability. Many of those with the capacity to work are either unemployed or working under precarious or substandard conditions. The cost of providing benefits for this large and growing group would be enormous. It is therefore in both the social and the economic interests of society to invest in persons with disabilities so that they can more easily become active contributors to the community, rather than passive recipients of benefits.

The ILO's principal objective in this regard is greater respect for the rights of persons with disabilities and the development of a more supportive environment for their social and economic integration. The main guidance in this area is provided by the

Vocational Rehabilitation and Employment (Disabled Persons) Convention (No. 159), and Recommendation (No. 168), 1983. Convention No. 159 was ratified by Bahrain, Côte d'Ivoire, Kuwait, Madagascar, Mongolia, Portugal, Republic of Korea, Trinidad and Tobago and Zimbabwe during the biennium, bringing the total number of ratifications up to 80 by the end of 1999. Several other member States, including Mexico and Ukraine, also indicated that they would ratify the Convention in the near future.

Based on the reports provided for the General Survey on Convention No. 159 and Recommendation No. 168 carried out by the Committee of Experts in 1997 and examined by the Conference in 1998, a study is being undertaken on national strategies and action to enhance the access of persons with disabilities to training and employment. It will explore the strong link that exists in many countries between vocational rehabilitation services and employment services. Governments are promoting the use by persons with disabilities of the services provided for the rest of the workforce and are taking affirmative action by encouraging employers to train workers with disabilities. Nevertheless, the study points out that, despite the progress made in many countries in terms of affirmative action and equality legislation, the unemployment rate for persons with disabilities is unacceptably high, and special consideration is often not given to the particular problems of women with disabilities.

Technical assistance and advice were provided to over 20 countries during the biennium to promote the ratification and application of Convention No. 159 in law and practice. Technical cooperation activities were also undertaken in a broad range of countries to build up national vocational rehabilitation systems, assist in the integration of trainees with disabilities into vocational training institutions for the general workforce and establish or develop community-based rehabilitation programmes. These included pilot projects to develop national vocational rehabilitation centres in the Russian Federation and Ukraine. A pilot project was also developed in Bosnia and Herzegovina covering

Progress in the application of Convention No. 159

The countries which received technical assistance from the ILO during the biennium to promote the ratification and application of Convention No. 159 included:

- *Argentina*, where the Office's legal comments on a preliminary draft decree on the integration of persons with disabilities were under consideration at the end of the biennium;
- *Colombia*, where a national forum has developed the general framework of a national plan of action for the socio-economic integration of persons with disabilities, the detailed provisions of which are being formulated;
- *Mexico*, where a technical committee of the National Congress is examining the benefits of ratifying the Convention; and
- *Trinidad and Tobago*, where, with the encouragement of a national committee for persons with disabilities, the formalities for the ratification of the Convention are nearing completion.

Integration of persons with disabilities into vocational training systems

Technical cooperation activities resulted in important progress being made in the integration of persons with disabilities into general vocational training systems in several countries, including:

- *Brazil*, where a model for the integration of persons with disabilities into the vocational training system has been developed and applied in one province, and a national model is under development;
- *Colombia*, where three regional models have been developed and a circular issued and budgetary provisions adopted for its application at the national level; and
- *Uruguay*, where national trade unions and associations of persons with disabilities have stimulated the creation of a joint body which is very active in ensuring that disability issues are integrated into national labour policies, through its participation in the tripartite National Labour Commission and the governing bodies of the social security system.

the establishment of a national rehabilitation centre, the training of national instructors and the creation of employment-generation programmes, mainly for ex-combatants and civilians disabled as a result of armed conflict. Another project focused on the development of systems to help persons with disabilities in China, Malaysia, Thailand and Viet Nam find employment.

Code of practice on the management of disability — Related issues in the workplace

In recognition of the increasing difficulties experienced by persons with disabilities in finding and keeping employment, a start was made during the biennium on the development of an ILO Code of practice on the management of disability-related issues in the workplace. The code will emphasize workplace prevention and rehabilitation measures as standard elements of good human resource management practices. It will focus on the inclusion and retention of persons with disabilities in the workplace at a time when their risk of social exclusion is aggravated under the prevailing conditions of structural unemployment, heightened competition and greater constraints on public spending on support programmes.

One of the major inputs in the process of developing the code of practice will be the findings of a research project involving nine industrialized countries and covering the employment paths of persons who become disabled during their careers. The findings of the first phase of the project were examined at an International Symposium on Job Retention and Return to Work Strategies for Disabled Workers (Washington, DC, May 1998), organized in collaboration with the ILO. The symposium discussed the policies and programmes which work efficiently and are cost-effective and identified a number of areas in which more information and research is required.

Mental disabilities and the workplace

Mental disorders are the leading cause of disability in the world. At the workplace, they have serious consequences for the individuals concerned, as well as for enterprise productivity, safety and human resources management. However, in many cases, mental disorders can respond to preventive measures and, once they have occurred, can often be successfully treated; this is particularly true of the depressive disorders. The workplace is a good environment for raising awareness of the issues involved and the preventive and remedial measures which can be taken.

A situation analysis was carried out in six countries (Finland, Germany, Poland, Turkey, the United Kingdom and the United States) to determine the scope of the problem, its impact on workers and the workplace and the types of action that are being taken. The findings of this work will be used as a general information tool for public agencies, employers, employees and other professionals who require more information and resources on this topic. The reports will be presented and discussed at the World Mental Health Day in October 2000.

Mental disorders at the workplace

ILO research on mental disorders at the workplace revealed two main approaches to the problem. In some countries, emphasis is placed on preventing discrimination in employment against those suffering from mental disorders, while in others it is seen more as a health issue related to stress and burnout of workers. Preliminary findings of the research include the following:

- as awareness of mental disorders has risen, particularly with the recent declaration by the WHO that depression is the world's leading mental disorder, promoting good mental health is just starting to become a major workplace issue in many countries;
- more and more enterprises, and large companies in particular, are seeking to address the problem through various employment and work retention strategies;
- the number of recognized cases of mental disorder has been increasing, partly as a result of greater public awareness and knowledge and lessening of the stigma associated with mental health problems;
- despite the wealth of information on mental disorders, there is a lack of tools that are culturally and geographically sensitive for addressing the issue at the workplace as well as a gap in the availability of direct mental health services.

Source: Occupational Safety and Health Branch, Working Conditions and Environment Department, 1999; "Global burden of disease", in C.J.L. Murray and A.D. Lopez: *Global comparative assessments in the health sector: Disease burden, expenditures and interview packages* (Geneva, WHO, 1994).

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4

Turin Centre and International Institute for Labour Studies

Turin Centre

Many consecutive years of rapid growth have shown that the activity of the Centre, as well as its role within the technical cooperation of the ILO and of the United Nations system, has evolved considerably. These changes are in many ways positive but also underscore a number of new challenges and the need to review and upgrade the Centre's capabilities and infrastructure.

In November 1997 the Centre's Board approved a development strategy and a series of measures, including the establishment of an investment fund, that were aimed at enhancing its capacity for sustainable growth. The main elements of the strategy, which were almost fully implemented during the biennium, included:

- strengthening the Centre's technical capacity. This objective was pursued by creating new programmes and broadening the scope of existing ones to cover the main technical areas of the ILO's core mandate;
- diversifying and upgrading training delivery. Among several initiatives, the development of a Distance Education and Learning Technology Application (DELTA) programme is making effective use of information technology and supplements face-to-face training with distance tutoring and monitoring;

- improving training quality through the implementation of a pilot exercise in total quality management, as a basis for the adoption of a quality approach in all the Centre's work processes, and the strengthening of its evaluation mechanisms.

Accounting for around one-fifth of technical assistance provided to the ILO's constituents, the Centre's activities during the biennium covered many of the main areas of ILO focus, including:

- international labour standards and human rights;
- women's empowerment and gender equality;

Social security

Aimed at strengthening the planning, management and financing of pension schemes and social security institutions, the Turin Programme on Social Security started in 1996 as a joint undertaking with the ILO Social Security Department and the International Social Security Association (ISSA).

More than 300 participants from some 50 countries of Africa, Asia, Europe, Latin America and the Middle East attended the training activities of the programme. Participants came from governments, social partners, social security institutions, community-based organizations and private enterprises. Specific curricula have been developed for workers' and employers' organizations. A survey in 1999 of former participants indicated that several of them have subsequently been involved in designing or implementing national reform strategies. Also, training materials developed and tested by the Centre have been widely used and disseminated.

Since late 1998 new courses have been organized in the area of the extension of social protection to the informal sector, in collaboration with the ILO STEP programme. Courses were implemented in the area of mutual benefit schemes in the Russian Federation and in Turin for French-speaking Africa as well as in Haiti and Ouagadougou on micro-insurance and microfinancing.

From 2000, training programmes are planned in the field of occupational safety and health. The new, expanded programme on social protection will seek to contribute to the ILO strategic objective of enhancing the coverage and effectiveness of social protection for all through capacity building at the national level.

Socio-economic status of Palestinian women

In 1999, the Centre concluded the first phase of a multi-year programme designed to promote the socio-economic status of Palestinian women. It started in 1996 with two main components:

- the development of women's entrepreneurship; and
- the promotion of women workers' rights and equal opportunities in employment.

Training carried out in both the West Bank and Gaza Strip and in Turin, involved over 300 women from the Palestinian Ministries of Planning and International Cooperation, Labour and Social Affairs, NGOs, trade unions, business and women's associations. The main objectives were to contribute to the design of legal instruments complying with international standards and to enable participants to identify mechanisms for the promotion and implementation of such instruments. Training also led to the formulation and successful implementation of specific action plans. For example, local tripartite dissemination seminars and meetings were held with the Legislative Council to discuss the Labour Code.

Advisory services directed towards the development of women's entrepreneurship involved mainly NGOs and women's associations. One of the main outputs was the formation of a nucleus of women trainers/advisers able to provide efficient training and other forms of support to women micro-entrepreneurs.

- enterprise development;
- social security;
- employers' activities and workers' activities;
- employment and training policies;
- labour relations and labour administration;
- public sector management;
- training systems and institutions;
- training technology and methodology;
- occupational safety and health; and
- development management, including procurement management.

During 1998 and 1999 the results achieved over the previous biennium were consolidated. The number of courses and other activities (over 600) and participants (around 13,000) rose slightly and the number of longer term activities, based on a package comprising training, media development, advisory services and technical assistance, also grew as a proportion of the Centre's total activities. An increasing number of training activities were carried out in the field, with Turin-based residential courses accounting for around 60 per cent of the Centre's activities in 1998-99. Moreover, the Centre aimed to integrate a gender perspective into all development processes. The average rate of female participation in its training events was 37 per cent, an increase from 33 per cent in the previous biennium.

These results capped a period of rapid growth in the Centre's activities, during which it embarked on a major process of renewal to cope with the increasingly competitive training "market" in which it operates. During the biennium, no less than 70 per cent of the

Economic policy reform in developing and transition countries and the role of international institutions

The aim of training carried out jointly in September 1998 by the United Nations Staff College Project and the ILO in economic policy reform was to bring together senior staff members of the United Nations and Bretton Woods institutions and experts in economic and employment policy to discuss new elements of economic policy reform and their social consequences.

The programme covered three main issues:

- *patterns of development*, with discussion of structural adjustment programmes, the evolving role of the State and of social and economic institutions in the ongoing process of liberalization;
- *reform processes* and the role of institutions in promoting good governance and institution building;
- *poverty and employment policies*, with specific reference to income distribution.

A major outcome of this programme was a better understanding of the issues linked to economic reform and a better appreciation of the strategy and policies of the respective international organizations.

Centre's budget was covered by the revenue from its activities. The rest came from direct contributions, particularly from the Government of Italy and the ILO. Funding arrangements and sources varied according to the nature of the activities. Financing was provided by international development agencies, bilateral aid organizations, local authorities, private foundations and the beneficiary institutions themselves. The Centre also showed an increased capacity to generate income from other sources, including multi-bilateral funds, development banks and the European Union. In addition, the Centre developed a unit specializing in the preparation of tenders, which resulted in it winning 18 tenders during the biennium, either directly or as part of a consortium of partner institutions.

United Nations Staff College Project

Conceived as a project with the potential for performing a valuable synergistic role in training staff across the United Nations system, the United Nations Staff College Project (UNSCP) has trained over 3,500 middle and senior United Nations staff in the three-and-a-half years of its existence, especially those in key positions such as resident coordinators and United Nations country teams.

The main training areas so far covered have been:

- international peace and security, human rights and humanitarian emergency management;
- coordination training;
- economic and social development; and
- management development and organizational change in the United Nations system.

In October 1998 the college undertook a comprehensive review and analysis of training needs. It has since developed a new strategy for designing and implementing training and learning activities focusing on the change and reform process in the United Nations system, especially at the field level. The college has redefined its strategic direction in terms of four product areas in which its programmes and activities are being developed. They are:

- executive/learning forums;
- learning and training workshops;
- expert services; and
- networking/clearing house.

In keeping with the greater emphasis which the United Nations Secretary-General has placed on preventive measures, a major training project was established by the UNSCP in September 1998 to develop

the United Nations capacity in early warning and preventive measures in crisis-affected countries or other special development circumstances. This project is based on a recognition of the crucial need for system-wide consistency, complementarity and coordination.

By the end of October 1999, through the auspices of the United Nations Staff College, a total of 145 United Nations staff members from 21 departments, agencies, programmes and offices, had undergone training. It is planned to extend the training to at least 500 United Nations staff members, at headquarters and in the field, by 31 December 2000.

This project provides a coherent background and enhanced coordination among United Nations partners including ILO activities and more specifically the InFocus Programme on Crisis Response and Reconstruction.

International Institute for Labour Studies

The main theme addressed by the Institute during this biennium was the relationship between labour institutions, economic growth and social equity. The central question addressed was: How are social change and the new individualism transforming the institutional environment of employers' organizations, trade unions and the State and, in effect, changing the ways in which tripartism itself functions? A better understanding of these developments is essential to the ILO, since only by strengthening its constituents will it be able to reinforce the process of social dialogue.

In response to this concern the Institute launched two major research programmes to examine the problems faced by business and trade unions in a changing environment: business and society, and labour and society.

Work was also done on a limited scale on the emerging role of the State in social policy and transformations in society. The aim of these programmes was to go beyond traditional labour-management relationships and look at the protagonists of tripartism and social dialogue within the current context of social change in order to obtain a better picture of how trade unions and employer organizations are responding to social changes in different regions of the world. The two major programmes involve ILO constituents, labour and business practitioners and ILO departments.

In the 1998-99 biennium, the Institute fully developed its use of the Internet, not only with a website to disseminate information, but also by setting up electronic networks and on-line interactive conferences.

Business and society programme

Two international meetings pointed to the role of local policy networks in building up new industrial competence and contributing to wider employment opportunities. There was discussion of several examples where business associations, trade unions or individual firms played a leading role in establishing intermediary organizations to support industrial upgrading at the lowest possible social cost. A workshop reviewed corporate social initiatives, highlighting the motivations behind such programmes and their implementation modalities, focusing on their links with enterprise mainstream concerns and on the potential mutual benefits to both the enterprise and the community.

Research focused on three main topics:

- the impact of change in economies and societies on the current activities and prospects of employers' organizations;
- the potential contribution of business joint action to promoting higher planes of competition, sustainable development and decent jobs;

Interactive Conference on Organized Labour in the 21st Century

The conference, a first for the ILO, was launched in September 1999 and was scheduled to run for a year. Its purpose was twofold:

- to establish an international forum in which a wide range of people could share ideas and strategies for strengthening and broadening the role of organized labour in 2000 and beyond, and to foster debate, build links and support research in relevant areas;
- to provide a showcase for the ILO. Developments such as the ILO Declaration on Fundamental Principles and Rights at Work would be discussed, thus bringing some facets of the ILO's work to a broader audience.

The virtual conference debate on the future of organized labour was opened by Mr. Juan Somavia in a keynote speech on trade unions in the twenty-first century, to which Mr. Bill Jordan, General Secretary of the ICFTU, responded.

Each month a fresh topic was launched with panels of guest speakers, followed by a general discussion. The November 1999 session was devoted to unions and the challenge of globalization, and in December, a new panel of speakers considered aspects of unions and organizing.

A new feature of the conference appeared in November 1999 and was aimed at tracking the progress made in work on the proposed new Convention on maternity protection. Each month, expert speakers from the labour movement, academia and NGOs shared their views on what they hoped and expected from the Convention. The decision of the International Labour Conference in June 2000 on this matter will be reported to the interactive conference.

Over 700 participants from all continents (union practitioners, academic experts and media specialists) signed up in 1999, made their contributions via e-mail and received communications from the conference. The debate was moderated by Institute staff members. Participants noted that the challenge of globalization made the ILO's international role increasingly significant. A full report based on the proceedings and outcome of the first on-line conference will be prepared.

- the developmental function of associations of micro-enterprises and enterprises in the informal sector.

The responses of business to globalization and their impact on employment policies were discussed at a meeting organized with the support of the regional government of Emilia-Romagna in Italy. The meeting showed that the decentralization of employment and industrial policies was becoming widespread. Through several case studies it illustrated how successful enterprise development strategies were characterized by an emphasis on close and flexible relationships between the State, business, business associations and other intermediary organizations.

A regional workshop organized with the ILO Caribbean Office in October 1999 was attended by representatives of employers' organizations from the English-speaking Caribbean and regional and international agencies. It identified the following key elements of high-road employment and industrial strategy needed to achieve decent work in the small and undiversified economies of the Caribbean:

- pursuit of a new pattern of productive specialization, less centred on traditional industries and more on innovative service activities and export niches in international value chains;
- targeted efforts to attract quality foreign direct investment and incentive systems that did not discriminate between local and foreign investors; these were preferred to the EPZ model;
- abandoning the reliance on cheap labour for competitiveness in favour of high-road solutions based on innovation and the involvement of skilled and motivated workers, supported by meso-level policies and institutions, primarily in the area of human resources development;
- closer public-private interaction and attention to industry specificities in order to promote both new management practices at enterprise level and the generation of adequate skills for the economy as a whole;
- assistance by employers' organizations and business associations in providing their members with new information services and by promoting awareness campaigns and social partnership; upgrading of such organizations' strategic planning and technical skills.

Labour and society programme

The project "Organized Labour in the 21st Century" aims to investigate the challenges facing trade unions and to identify the policies and activities which have proved particularly successful in different regions of the world.

The activities of the project have been directed along two tracks. First is an electronic network which links trade union practitioners with academic experts and has two main components: a website — http://www.ilo.org/public/english/130inst/research/network; and an interactive conference facility — http://www.ilo.org/public/english/130inst/research/network/index.htm.

The other main component is comparative research on the successes and failures of trade unions. This was undertaken in 16 countries with a view to understanding how far the unions in a given country have adapted by addressing new concerns, taking on new roles in society, organizing new constituents, forming new alliances and adjusting their structures and finances. These case studies served as source material for meetings on union strategies at the regional level which were intended to facilitate a region-specific flow of information and reflection on the future of trade unions.

The first two meetings were held in December 1999 in Seoul and São Paulo and brought together prominent academics, union leaders, policy advisers and media representatives in Asia and Latin America for a candid and revealing assessment of union strategies in the respective regions. The participants raised pertinent questions for further reflection and identified the following priorities for action towards revitalizing the labour movement and enhancing the image and visibility of unions in society:

- better use of information technology for the purpose of promoting collaboration and sharing information among trade unions;
- enhancing the scope of the current Interactive Conference on Organized Labour in the 21st Century to make it more broad-based;
- publicizing and disseminating the results and findings of the on-line conference among the unions with a view to stimulating further discussion on the future of the labour movement; and
- preparing summaries of the various contributions to the on-line conference and posting them on the conference website.

The new context

With the appointment of the new Director-General of the ILO, the Institute was directly involved with the Transition Team in the preparation of the Director-General's 1999 Conference Report *Decent work* and also organized a series of meetings designed to enhance the ILO's knowledge capability, particularly in the field of economics. Another meeting with leading foundations in the United States helped to identify areas of mutual concern, opportunities for collaboration and information sharing and the knowledge implications of promoting decent work in today's world.

In 1999 the reorientation of the ILO's activities according to four strategic objectives provided an

opportunity for the Institute to review its programme and build on its relative strengths, while contributing more directly to the work of the reorganized ILO as a whole. The role of the Institute was strengthened to meet demands for:

- a research centre to identify the policy implications of the concept *decent work*;
- a source of support for strategic planning within the Office;
- a forum for intellectual exchange and learning;
- an instrument to project ILO concerns to wider constituencies.

The Programme and Budget proposals for 2000-01 proposed to concentrate all Institute activities in two programmes:

- a *research programme* that would seek to develop a paradigm of decent work which could provide a guide for policy-making;
- *outreach activities* that aimed to develop the Institute's role as a centre for policy dialogue, learning and knowledge sharing and to establish the Institute as the principal forum for intellectual interaction between ILO constituents, ILO staff, the academic community and external practitioners and policy-makers working on labour and social issues.

5

Active partnership: Regional activities

The ILO's Active Partnership Policy (APP), comprising the interaction between headquarters, regions, area offices and multidisciplinary teams (MDTs), and the formulation and implementation of country objectives, has now been in operation for three full biennia.

In the light of six years of experience, the APP came under review by a Working Party of the Governing Body's Committee on Technical Cooperation whose conclusions and recommendations were submitted to the Governing Body in November 1998. The evaluation report confirmed that:

- active partnership is the right policy for the ILO;
- services were identified by the social partners and were relevant for the ILO's constituents;
- through the establishment of the MDTs, technical expertise was physically closer to the constituents;
- ILO visibility was enhanced.

The results of the evaluation exercise and the ILO's role in technical cooperation were discussed by the Committee on Technical Cooperation at the 87th Session (1999) of the Conference. In its conclusions, the Conference renewed its commitment to technical cooperation as one of the ILO's fundamental means of action and indicated a number of areas in which the ILO's programme needed to be strengthened. These included enhancing the relevance and effectiveness of ILO technical cooperation, improving the quality, visibility and efficiency of technical cooperation, and strengthening partnerships.

The Conference requested the Office to provide the Governing Body with an implementation plan. This plan, which was approved by the Governing Body at its 276th Session (November 1999) called for:

- an integrated and comprehensive technical cooperation programme within the common framework of the regular budget and strategic objectives;
- reforms in the management of technical cooperation and improved delivery;
- examining the current field structure and services with a view to making it more coherent and efficient;
- an enhanced tripartite involvement in technical cooperation programmes;
- a greater place for international labour standards and the ILO Declaration on Fundamental Principles and Rights at Work in technical cooperation;
- renewed efforts in resource mobilization.

Africa

At a time when the world's economy is globalizing rapidly, and despite representing 13.5 per cent of the world's total population, Africa accounts for only 2 per cent of world trade and global industrial capacity. Years of crisis have left a legacy of unemployment, low wages and social conflict, exacerbated by the effects of structural adjustment policies. The African economy has also been coming under enormous pressure from rapid population growth and urbanization. The countries affected by conflict and by a very high rate of HIV/AIDS infection in particular are experiencing great difficulties.

Nevertheless, since the middle of 1995, the continent as a whole has registered an annual growth rate approaching 4 per cent. Over 30 African countries have achieved an economic growth rate which is above the national rate of population growth. Much effort has been made to develop the market economy, privatize public enterprises and promote the private sector, with the result that a favourable environment is gradually being created for internal and external investment. The strengthening of subregional organizations, such as the Southern African Development Community (SADC) and the West African Economic and Monetary Union (UEMOA), is an important means of drawing on the benefits of globalization.

In this context, all the country objectives (by July 1999, 29 had been completed and/or updated) emphasize the need for ILO assistance in three main areas: (a) employment promotion and poverty alleviation; (b) the protection of workers; and (c) the promotion of democracy. This assistance is provided through the ILO's field structure, and particularly the multidisciplinary advisory teams, of which there are now six,

a new team having been created in Yaoundé at the beginning of the biennium.

Ninth African Regional Meeting

The ILO's Ninth African Regional Meeting, held in Abidjan, Côte d'Ivoire, in December 1999, was attended by 198 participants from 39 countries. The delegates endorsed the contents of the reports of the Director-General, *ILO activities in Africa: 1994-99*[1] and *Decent work and protection for all in Africa*.[2]

While considering the significant advances that had been made in Africa at the political, economic and social levels over the past four years, the meeting noted that the condition of the vast majority of the continent's workforce at the close of the century was characterized by declining living standards, rising unemployment and increasing poverty. The meeting recalled the crucial social dimension of globalization as a precondition of any real and sustainable development, and requested the ILO to be even more active in its advocacy vis-à-vis the international community and to enhance synergies in order to achieve a better globalization of social progress.

The meeting provided an opportunity to consider a number of problems which included:

- employment — unanimously considered to be the top priority in the fight against poverty;
- the realities of the informal economy;
- child labour; and
- the spread of HIV/AIDS.

Topics were analysed with a view to the development of a regional agenda oriented towards:

- the promotion and application of fundamental labour rights;
- the expansion of job creation opportunities; and
- the strengthening of social dialogue.

The delegates recalled that respect for international labour standards was a necessity, and that reducing poverty, achieving economic growth and respecting workers' fundamental rights were inextricably linked. All countries were called on to ratify the fundamental Conventions, if they had not already done so, to bring their legislation into conformity with those instruments and to implement them.

With regard to the HIV/AIDS pandemic, the *Platform for Action for Africa*, drawn up in October 1999 for tripartite representatives from some 20 African countries, and a resolution on the same subject, were adopted unanimously.

Africa's future lies with its children and the ILO campaign to combat child labour was overwhelmingly endorsed. The Director-General recalled that Africa had played an exemplary role in that campaign by ensuring that the Worst Forms of Child Labour Convention, 1999 (No. 182), will come into force in November 2000, thanks to the first two official ratifications by Seychelles and Malawi. The delegates requested the extension of the International Programme on the Elimination of Child Labour (IPEC) to the countries of Africa that have not yet been able to benefit from its assistance.

Priorities identified by the delegates at the Ninth African Regional Meeting

- Continued ILO assistance in setting up information and programming systems to assist decision-making in the areas of employment and training with a view to promoting exchanges of information and regional cooperation.
- Programmes to be set up to help businesses develop strategies and policies to serve as a framework for promoting employment.
- Human resources management to be developed through lifelong training accessible to all, closer links between the training system and enterprises and special attention to employment of young persons.
- Continued assistance towards crisis-affected countries and development of activities as soon as conditions permit in the interests of consolidating peace in these countries.
- Design and development of sustainable and viable social protection systems extending coverage to the entire population, especially to the informal sector, and providing a minimum level of cover adapted to the needs of the greatest number.
- Continued support to the reinforcement of the capabilities of the social partners, as tripartism and social dialogue provide an opportunity to build and consolidate social cohesion, peace and development.
- Concrete action to promote gender equality through appropriate provisions and programmes.
- Strengthening of the ILO field structures and multidisciplinary teams.
- Follow-up mechanism on the conclusions and recommendations of the meeting.

Social dialogue

The High-Level Tripartite Regional Symposium on Social Dialogue in Africa, held in Addis Ababa, Ethiopia in October 1999, provided a far-reaching consensus on the role of social dialogue in development in the region. The symposium was attended by ministers of labour and tripartite representatives from 20 countries. It highlighted the ILO's commitment to promoting and strengthening tripartism and social dialogue in the context of its strategic objectives.

Social dialogue was confirmed as providing a useful opportunity to build and consolidate social cohesion, peace and development. It brings governments and social partners together in frank and open dialogue and allows alliances and consensus to be established during the decision-making process. Social dialogue was considered to be the key to greater transparency, responsibility and good governance.

However, the meeting also noted that dynamic and effective social dialogue required certain essential con-

ditions, including a recognition of the principles of freedom of association and respect for strong and independent social partners. It was also essential for labour ministries to have competent staff and adequate resources.

The participants supported an even greater commitment in this area on the part of the ILO, in sharing examples of successful social dialogue and in the promotion of technical cooperation activities aimed at strengthening the capabilities of the social partners to allow their effective contribution to the social dialogue.

Employment promotion and poverty alleviation

Poverty alleviation remains the major challenge for Africa, where over 50 per cent of the population lives below the poverty line. Although unemployment problems are serious in many countries, a relatively small percentage of the active population is registered as unemployed. Given the prevailing extreme poverty, a large proportion of the population is engaged in survival activities, which provide very low incomes.

The overall employment situation in Africa, including the policies and strategies adopted for employment promotion, poverty reduction and participatory development, were reviewed by the Sixth Biennial Meeting of African Employment Planners, held in Abidjan in February 1999. The participants exchanged information on the implementation of the recommendations of the World Summit for Social Development, analysed the ILO's technical cooperation activities and reviewed the effectiveness of employment-generating investments.

Conclusions of the 1999 Biennial Meeting of African Employment Planners

Participants at this meeting reaffirmed several basic principles:

- economic and social reforms, and particularly structural adjustment programmes, should be based on social consensus, and international commitments should be managed by tripartite structures;
- employment should be a key component of economic and social policy;
- the burden of adjustment should be shared more equally among the various groups in society, thereby facilitating the development of consensus;
- caution should be exercised in trade liberalization and internal restructuring and States should, to a certain extent, protect emerging dynamic and export-oriented industrial capacity, appropriate social protection systems being regarded as a prerequisite for opening up markets; and
- subregional and regional economic integration, which can promote investment and job creation, should be facilitated through the implementation of a legal and regulatory framework for the free movement of persons and goods, the harmonization of business laws, the development of negotiation and bargaining capacity and participation in international economic debates such as the Uruguay Round and UNCTAD.

The participants also emphasized the need to ratify and implement international labour standards and the fact that employment promotion for women enhances democracy, equity and respect for human rights, and ensures sustained growth and the well-being of the population as a whole.

Jobs for Africa — Action in participating countries

Since the Jobs for Africa programme was launched in July 1998, the following action has been taken in each of the first ten participating countries (Burkina Faso, Cameroon, Côte d'Ivoire, Ethiopia, Mali, Nigeria, Senegal, Uganda, Zambia and Zimbabwe):

- the establishment of national network secretariats and the appointment of national network coordinators (NNCs) for the implementation of the programme at the national level. As for the six new countries, NNCs have been recruited for Kenya, the United Republic of Tanzania and Egypt;
- the establishment of national network advocacy groups (NNAGs), composed of influential individuals, representatives of employers' and workers' organizations, NGOs and research institutions, to assess the impact on employment of the investment policies pursued in each country. NNAGs have been established in two of the six new countries (Kenya and the United Republic of Tanzania);
- the finalization of country action programmes (CAPs);
- poverty-reducing employment studies have been commissioned in three of the initial ten countries (Cameroon, Nigeria and Uganda) and in two of the new countries (Kenya and the United Republic of Tanzania). The studies will provide a well-publicized evaluation of public and private investment and recommend new directions to raise the level of investment and improve its impact on employment.

Support was also provided for regional meetings by the Organization of African Trade Union Unity and AFRO/ICFTU to help equip workers' representatives for the critical role that they will have to play in achieving the programme's objectives. A similar approach was developed with the Pan-African Employers' Confederation (PAEC) to help promote the active involvement of employers' organizations.

Jobs for Africa

As a follow-up to commitments made by Heads of State and Government at the World Summit for Social Development in March 1995, the ILO, in July 1998, launched one of its most ambitious projects for the development of targeted employment promotion strategies on the African continent. Endorsed by the 1997 Meeting of African Employment Planners and the OAU Labour and Social Affairs Commission (which met in Windhoek in April 1999), the Jobs for Africa — Poverty Reducing Employment Strategies for Africa (JFA/PRESA) programme initially covered ten countries (Burkina Faso, Cameroon, Côte d'Ivoire, Ethiopia, Mali, Nigeria, Senegal, Uganda, Zambia and Zimbabwe). During the course of the biennium, it was extended to six others (Algeria, Egypt, Kenya, Namibia, South Africa and the United Republic of Tanzania).

The main objective of Jobs for Africa (JFA) is to develop an alternative policy framework which encourages employment-intensive growth based on investment-led macroeconomic policies specifically targeted at the poorest categories of the population. In the initial stages this involves, firstly, strengthening the capacity of national and regional institutions and networks, and secondly, assessing, designing and advocating alternative policies for poverty-reducing employment strategies. For this purpose, ten components have been identified for a coherent employment-generating programme which would lead to sustainable poverty reduction in Africa. Each participating country can identify the components required for effective action in its national situation. The components are:

- small and medium-sized enterprise development;
- cooperative employment;
- the gender dimension, enhancing women's employment;
- employment-intensive infrastructure programmes;
- informal sector urban employment programmes;
- microfinance;
- labour market information for poverty monitoring;
- training policies and systems;
- employment for peace; and
- strengthening the role of the social partners in job creation.

Jobs for Africa concentrates largely on policies and programmes at the national level. However, several activities will also be carried out at the regional and subregional levels. These include the establishment of a regional employment capacity-building network to provide support and assistance for national activities. Among other components, this network would consist of a regional training fund, SME development centre and a regional labour market information system. In April 1999, the ILO presented a progress report[3] on the programme to the OAU Labour and Social Affairs Commission, as well as to a number of donors. The first JFA Steering Committee Meeting was held in December 1999. This Steering Committee, composed of members from the UNDP, OAU, PEC, OATUU, UNECA, the ADB and the ILO, assessed and refined the JFA strategy and charted new directions for the JFA programme.

Strengthening labour market information

With a view to improving policy formulation in African countries, considerable emphasis continued to be placed on assisting constituents to set up and strengthen their labour market information systems. For this purpose, employment and training observatories were established in Benin, Côte d'Ivoire, Gabon, Mali and Togo and labour market information systems were strengthened in Ethiopia, Kenya, Lesotho, Malawi, Namibia and Uganda.

Initiatives to establish a subregional network of employment and training observatories took place and included an initial meeting in Benin in 1998, a UEMOA survey and a validation workshop in Bamako. Such a network will allow improvements in data comparison, harmonization of definitions and reviews of skills transfers over the subregion.

The ILO set up a labour market information database for countries in the Southern African Development Community (SADC). The database was structured by country, year and method of collection and covers the period from 1970 onwards. Fourteen different methods of data collection were differentiated, ranging from censuses to informal sector surveys. The database includes tables on population, employment, unemployment, wages and prices, literacy, membership of workers' organizations by economic sector, tripartism, industrial action, etc.

In East Africa, a collaborative effort involving the ILO, OECD and national statistical offices has been under way since 1997 with the aim of gathering a compendium of basic labour market statistics for all countries. These indicators were chosen on the basis of

three criteria: conceptual relevance, data availability and comparability across countries and regions. The resulting set of 18 indicators, covering issues such as participation rates, employment, unemployment, inactivity rates, illiteracy, gender and poverty, has been designed to satisfy the increasing demands of the social partners for timely, accurate and accessible information on the world's labour markets.

In North Africa, the ILO assisted member States in establishing an employment and training observatory for the Mediterranean basin.

Vocational training

There was increased awareness of and interest in training by all the countries in the region as the main instrument for the implementation of employment and enterprise-promotion policies. The assistance provided focused on adapting existing training systems to the needs of clients beyond the modern sector, and therefore to the requirements of SMEs and the informal and rural sectors. With support from the ILO, 11 countries in the region formulated national vocational training policies covering the needs of both the formal and informal sectors. Institutionalized systems or regulations on vocational training are in place or being put in place in all French-speaking countries. They are being formalized in Benin, Cameroon, Mali and Senegal. In East Africa, assistance was provided to improve the relevance, effectiveness and efficiency of vocational education and training systems in Ethiopia, Kenya, Mauritius, the United Republic of Tanzania and Uganda. These assistance activities took the form of programmes and a number of recommendations that had been endorsed by the tripartite bodies concerned.

The situation with regard to training in the region was reviewed at an African Tripartite Consultative Meeting on Human Resources Development and Training, held in Harare in May 1999. As a result of their discussions, participants at this meeting adopted the following conclusions:

- Basic education should be based on community participation, cater to local needs and be accessible to all. Local languages might be used to assist nation building.
- Basic education should also convey a positive image of enterprise and entrepreneurship.
- After basic education, a major challenge of initial training is to promote employability for wage- and self-employment, trainability and mobility in rapidly changing labour markets.
- Basic education and initial training should be supported through a firm commitment by the social partners to continuous, demand-driven, lifelong education and training.
- With regard to basic education, governments should retain responsibility for policy while forging partnerships in the area of financing.
- With regard to initial training, governments should share responsibility for policy with employers, trade unions and providers.
- In the continuous training of the employed workforce, employers, in consultation with unions, should take the lead in policy formulation and financing and play a major role in provision, while government should retain the main responsibility for policy-making and for financing training for the unemployed.
- In literacy training, governments are the lead players, in association with NGOs and various associations.
- Donor support should be complementary and aim to promote national policies and their implementation.

Employment promotion

The assistance provided by the ILO to promote employment in the region focused on the promotion of small enterprises and cooperative initiatives, as well as the implementation of labour-based investment projects. In addition to supporting the continued expansion of the Start and Improve Your Business (SIYB) programme in English-speaking African countries, the programme was introduced in eight French-speaking countries in the region (Burkina Faso, Côte d'Ivoire, Guinea, Madagascar, Mali, Mauritania, Senegal and Tunisia).

The promotion of small and micro-enterprises was supported through policy design, regulatory framework revisions, quality and productivity improvement, human resource development, partnership support and coordination of existing policies for SME development.

In South Africa, the SIYB project tested material and training programmes, adapting them to the South African environment, and translated materials into a number of local languages. The project strengthened the capacity of local organizations to support entrepreneurs through training, counselling

Start and Improve Your Business (SIYB)

An impact evaluation of the SIYB programme in Malawi, Mozambique, Uganda, Zambia and Zimbabwe was done at an entrepreneurial level. One of the findings of this impact evaluation was that 53 per cent of the people who went through the training programme actually started businesses which have created new jobs. Established businesses which participated in the training programme showed a job expansion rate of 0.73 per cent. Ninety-three per cent of those who participated in the impact evaluation increased their overall performance after the training. The training programmes have a large outreach to women. More than 60 per cent of the entrepreneurs and 45 per cent of the trainers trained in Africa were women.

The achievements of ACOPAM in Burkina Faso

Over the years, the ACOPAM programme has assisted in the alleviation of poverty and the promotion of employment in rural areas in Burkina Faso in a number of ways. At the micro level, based on the consolidation of rural workers' organizations and training for farmers and producers, these include:

- the promotion of economic activity by women through the development of credit schemes (including, for example, one which covers 10,000 women and has accrued assets estimated at 350 million CFA francs);
- the introduction of environmentally friendly land management methods for 7,000 farmers in ten villages;
- the improvement of food security through the establishment of over 150 village cereal banks, which have been integrated into the agricultural market and the national food security strategy;
- the organization and structuring of the self-managed cotton market; and
- the establishment of village dispensaries and shops.

At the meso level, the programme supports around ten cooperative associations and provides training and trainers' manuals. At the macro level, it has contributed to the development of cooperative legislation and policies which are more favourable to rural workers' organizations and the development of a national food security strategy.

and referral services. During the pilot period, 16 organizations participated in the trials and after only six months, a total of 75 South African organizations were on the waiting list for participation in the expanded programme.

One of the ILO's most successful approaches to alleviating poverty over the years has been the ACOPAM project in the Sahelian region, which has assisted in the development of a large number of self-managed grassroots cooperatives, particularly in rural areas, covering such activities as grain storage, cotton marketing, natural resources management, savings and credit schemes and social services. In the Sahelian region, the project entered a consolidation phase to further institutionalize and strengthen its achievements through the development of self-managed producer associations. The programme was recently extended until mid-2000 and a project aimed at replicating the ACOPAM experience in English-speaking countries in the region is being developed.

Several countries were provided, through the COOPREFORM programme, with assistance in reducing legal and administrative obstacles to the development of cooperatives and creating a favourable environment for autonomous and viable cooperative enterprises. The village banks and savings cooperatives created in some 15 African countries have collected a total of around US$5 million in deposits and serve over 700,000 members. The PA-SMEC programme (see Chapter 2 for more details), implemented in partnership with the Central Bank of West African States (BCEAO), has also made an important contribution to developing many decentralized savings and credit associations in the emerging field of microfinance in West Africa. Considerable interest has been expressed in replicating the PA-SMEC approach, for example, by the Bank of Tanzania and the Bank of Central African States (BEAC).

The ILO's employment-intensive programme continued to promote the use of labour-based methods and techniques in infrastructure investment projects in Ethiopia, Lesotho, Madagascar, Malawi, Mozambique, Togo and Zambia. Labour-based infrastructure works were institutionalized in Lesotho in the late 1970s through the creation of the Labour Construc-

Employment-intensive infrastructure works in Lesotho

The Labour Construction Unit (LCU) of the Ministry of Public Works and Transport embarked on a contractor development programme for maintenance of gravel roads in 1993 and has to date successfully trained some 42 domestic contractors capable of carrying out routine and periodic maintenance. Work has since continued on the training of labour-based contractors in order to expand their skills and work opportunities; this includes construction and upgrading activities, often in very challenging terrain, using labour-based methods.

Under various agreements the ILO has provided technical assistance to the LCU in the form of experts who develop training material and local training capacity, and has recently been providing assistance with the course for construction contractors. As the cadre of contractors grows, there is an increased demand for management capacity with the client organization. Therefore the LCU is now expanding the base by reorienting local consultants towards the design and supervision of labour-based contracts.

The LCU has become the country's largest employer in rural areas. It provides equal employment opportunities for men and women and has on average 2,000 workers regularly carrying out upgrading and maintenance works throughout the country. This represents 4 per cent of formal sector jobs, and provides much needed employment opportunities in rural areas, where 45 per cent of households are headed by women who otherwise have very limited opportunities for paid employment.

Covering about 20 per cent of the road network in the country, the LCU is adding another 60 km per year on average, and the effects of this on the quality of life have been clearly demonstrated in terms of improved access to social and economic services such as health care, education, agricultural extension services, etc.

Following its successful implementation of the previous programme, the LCU is now getting involved in different types of rural and urban infrastructure works. Lesotho has become an interesting study tour destination and the LCU has been asked to provide training internationally.

Reintegration of war-affected persons in Angola

Since September 1996, the ILO has been assisting with the reintegration of demobilized soldiers and other war-affected groups in Angola. Despite the chaotic environment, the organization of vocational and business training (based on SIYB) and the distribution of tool kits and activities to promote the creation of micro-enterprises resulted in:

- some 80 per cent of the 7,000 beneficiaries finding or creating a job; and
- the creation of over 2,000 micro-enterprises in the country.

Experience of the project has shown that demobilized soldiers are a difficult target group to reach and that many other groups are severely affected by the war. In a new project which has been launched, the target population has therefore been widened to include women, disabled persons and displaced youth.

tion Unit (LCU). The LCU is today a functioning and well-established unit within the Ministry of Public Works and Transport of Lesotho, and labour-based methods are employed country-wide by force account units as well as small-scale contractors.

Conflict-affected countries

During the biennium, the ILO increased its assistance to conflict-affected countries. The technical cooperation projects are designed to cement peace and contribute to the social and economic integration of demobilized ex-combatants. These projects combined elements covering vocational training, micro-enterprise development and labour-intensive works. They were implemented during the biennium in Angola, Ethiopia, Liberia, Mozambique, Sudan and Uganda.

The protection of workers

The transition to market conditions in many countries in the region and the need to attract foreign investment have resulted in an increased trend towards lowering existing safety and health standards and minimum requirements regarding working conditions. To counteract this trend, the assistance provided to constituents consisted of projects carried out in several countries to strengthen their national factories inspectorates. A subregional programme on occupational safety and health was implemented in West African countries. In addition, training courses for the introduction of the Work Improvement in Small Enterprises (WISE) approach were conducted in Ghana, Mauritius, Nigeria, Seychelles, the United Republic of Tanzania and Uganda.

Successful projects have been implemented by promoting the ratification and implementation of standards relating to working conditions in the modern and informal sectors. Activities relating to national policies on occupational safety and health, including legislation, and strengthening of occupational structures were undertaken in a number of countries.

HIV/AIDS at the workplace

In October 1999, a Regional Tripartite Workshop on Strategies to Tackle Social and Labour Implications of HIV/AIDS was organized. A Draft Platform of Action[4] on HIV/AIDS in the context of the world of work in Africa was the major output of the meeting. The goal of the platform was to apply a "social vaccine" for prevention and protection which would include elements such as: social inclusion, income and job security, social security, solidarity and optimal use of treatment. A number of activities were recommended, including:

- adapting and applying concepts, methods and tools developed in connection with labour and social issues, for the purpose of designing research and programmes on HIV/AIDS;
- research and surveys to determine the implications of HIV/AIDS in a working environment;
- disseminating best practices with a view to their replication;
- promoting vigorous advocacy and training on HIV/AIDS and the world of work, targeting political leaders, workers' and employers' organizations and civil society; and
- integrating HIV/AIDS issues into ILO technical cooperation programmes and projects in the region.

Social protection systems

Social protection systems, throughout almost the entire region, experienced a financial crisis aggravated by the decline in the level of public works and internal dysfunction. These resulted in underfunding and limited coverage of social protection systems. In many countries, less than 10 per cent of the labour force was covered by formal social security schemes, which tended to be confined to specific categories of wage earners in the formal sector. In these circumstances,

health insurance mutual funds emerged as one of the most appropriate solutions to meet the social protection needs of a growing number of workers.

The technical assistance provided to member States focused on the reform and rehabilitation of their social protection institutions, emphasized the development of economically and financially viable schemes and the extension of coverage to the rural and informal sectors, for example through cooperative structures.

Assistance was provided to several countries to restructure their existing social security schemes in accordance with international labour standards. Support to national projects took place in Benin, Cameroon, Congo, Gabon, Democratic Republic of the Congo, Rwanda and Togo. In Cameroon, the collaboration took the form of a project financed by the World Bank. The assistance also included an audit of South Africa's social security funds. A subregional workshop on good governance was held in Mauritius in May 1998 for social security managers and policymakers in East Africa and the Indian Ocean countries. Activities during the biennium also included support to trade unions' subregional meetings (ICFTU, September 1998 and ODSTA, October 1998), a meeting in Mauritius (October 1999) on management techniques for social security systems, and participation in the 13th ISSA regional conference which focused on good governance and pension reform. A review of social protection systems was also included in the country objectives for Benin, Burkina Faso and Djibouti.

Actuarial evaluations have been carried out to determine the long-term financial viability of several schemes. A wide range of support services has been provided for the conversion of provident funds to pension schemes. In addition, the ILO assisted with several major public information campaigns designed to promote the establishment of new schemes or the reform of existing ones.

Health insurance and other mutual funds

During the biennium, the STEP programme, in collaboration with ACOPAM, launched a regional programme, based in Dakar, for the promotion of health and other mutual benefit systems, particularly in West and Central Africa. Manuals and guides on mutual health schemes were published by the Turin Centre and ACOPAM to promote health protection in rural areas and the informal sector. In June 1998, the ILO organized a subregional workshop on strategies for supporting mutual health schemes in West and Central Africa, which resulted in the Platform of Abidjan[5] on the development of health insurance mutual funds.

The promotion of democracy and international labour standards

During the biennium, the commitment of African member States to the ILO's fundamental values was demonstrated by the overwhelming support given by constituents from the region to the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up and by the registration of another 28 ratifications of the ILO's fundamental Conventions.

Ratifications of the eight fundamental Conventions by African countries

During the biennium, the following African member States registered their ratifications of the ILO's fundamental Conventions:

- *Convention No. 29:* Malawi, Zimbabwe;
- *Convention No. 87:* Cape Verde, Malawi;
- *Convention No. 98:* Congo, Madagascar, Seychelles, Zimbabwe;
- *Convention No. 100:* Congo, Ethiopia, Lesotho;
- *Convention No. 105:* Congo, Ethiopia, Malawi, Togo, Zimbabwe;
- *Convention No. 111:* Congo, Lesotho, Seychelles, Zimbabwe;
- *Convention No. 138:* Burkina Faso, Congo, Egypt, Ethiopia, the United Republic of Tanzania;
- *Convention No. 182:* Malawi, Seychelles.

Egypt, with its ratification of Convention No. 138 in June 1999, joins Algeria, Botswana, Burkina Faso, Niger, Togo, Tunisia and Zambia as African member States that have ratified seven of the ILO's fundamental Conventions.

However, by the end of the biennium, only 11 of the 53 countries in the region had ratified seven of the fundamental Conventions and one-third of these countries were still not sending reports on the application of ratified Conventions or information in response to observations made by the Committee of Experts. Continued emphasis was therefore placed on training activities to promote the ratification and application of international labour standards, and assistance was provided to several countries to help them to meet their reporting obligations. In addition, standards-related components were systematically integrated into technical cooperation activities.

A regional meeting on the follow-up to the Declaration was held in Dakar in October 1999. The meeting recommended that all countries in the region should regularly report on the implementation of the Declaration. The meeting further called for a commitment from those countries that had not ratified all the fundamental Conventions to do so. The ILO was called upon to organize similar meetings at the national level in order to involve all stakeholders.

The democratization process which began during the 1980s continued through the 1990s. In many countries in the region it was accompanied by the revision of constitutions and electoral laws, the establishment or reinforcement of political parties and trade unions and the organization of elections. This process has resulted in a situation in which the citizens of an increasing number of countries enjoy basic rights of expression and association.

PRODIAF

The primary objective of the PRODIAF programme was to assist French-speaking African countries to strengthen their tripartite cooperation structures at the national and subregional levels, to enable governments and social partners to evaluate their social dialogue and tripartite cooperation systems and to analyse together any improvements, changes and reinforcements that may be necessary. The programme is being implemented in the following countries: Benin, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of the Congo, Equatorial Guinea, Gabon, Guinea, Madagascar, Mali, Morocco, Senegal and Togo.

A number of activities have been carried out by the programme and the results include the following:

- Benin — adoption of a new decree on the creation, powers, composition and functioning of the National Labour Council;
- Burkina Faso — design of a national action plan inspired by the joint conclusions of the tripartite meeting;
- Burkina Faso — declaration calling for the UEMOA to create a tripartite consultation body at commission level.
- Senegal — monitoring and implementation of the joint conclusions of the subregional tripartite seminar on the strengthening of social dialogue and tripartite cooperation;

One important lesson learnt during the implementation of the programme was that the political will of the countries' highest authorities to promote social dialogue and fulfil its commitments is crucial if long-lasting results are to be achieved. That political will is expressed through:

- strengthening the capacity of civil servants in labour ministries;
- consolidation and improvement of the mechanisms for tripartite consultation, collective bargaining and dispute settlement;
- involvement of the social partners in the formulation of economic and social policies;
- allocation of financial and logistic resources to tripartite cooperation structures.

Two of the most significant activities carried out by the ILO during the biennium to reinforce social dialogue were developed in the context of the PRODIAF and PRODIAL programmes. These two programmes cover respectively the French-speaking West African countries and the African Portuguese-speaking countries. National tripartite meetings took place in Niger, Mali and Togo. Subregional seminars were organized in Dakar, Ouagadougou and Bata over the biennium to promote social dialogue and tripartite cooperation as ways of managing and preventing collective disputes.

A subregional tripartite seminar on the launching of the PRODIAF programme in Central Africa led to the "Bata Declaration", which expressed the will of the participants to promote social dialogue in their countries, to strengthen social dialogue structures and to align national labour legislation with the relevant provisions of the principal ILO Conventions.

Child labour

It is estimated that some 40 per cent of African children between the ages of 5 and 14, or over 80 million children, are engaged in some form of work. Africa is therefore, in numerical terms, the continent most severely affected by the problem of child labour. Only 16 of the 53 countries in the region have ratified ILO Convention No. 138. More African countries have ratified the United Nations Convention on the Rights of the Child.

The child labour situation in Africa was examined at the African Regional Tripartite Meeting on Child Labour, held in Kampala in February 1998 and attended by representatives of 22 member States. The ILO report submitted to the meeting emphasized the extent of the problem and its very close relationship with poverty.[6] The participants urged African member States to commit themselves to the total abolition of child labour and to ratify and implement Convention No. 138 and the African Charter on the Rights and Welfare of the Child. They also emphasized the need for preventive policy interventions including free, compulsory and universal primary education, the development of appropriate legislation and the mobilization of the community, with particular reference to the social partners.

A new ILO Convention (No. 182) on the worst forms of child labour was unanimously adopted in June 1999 by the International Labour Conference in Geneva. As a result of this, a decision was taken by the Summit of African Heads of State meeting in Algiers in July 1999, to urge OAU member States to ratify this Convention before the next OAU Assembly in 2000.

Collaboration between the countries of the region and ILO-IPEC continued to expand during the biennium. Burkina Faso, Madagascar, Mali and Uganda concluded Memoranda of Understanding (MOUs) with ILO-IPEC, bringing the total number of African countries to have done so to ten. In addition, preparatory activities are being carried out in collaboration with ILO-IPEC in several other countries, including Cameroon, Côte d'Ivoire, Ethiopia, Gabon, Ghana, Morocco, Niger, Nigeria, Rwanda, South Africa, Togo, Zambia and Zimbabwe.

During the biennium, ILO-IPEC initiated four subregional programmes, which will become operational in the year 2000. These cover the following:

- children working in hazardous operations in commercial agriculture in six countries of eastern and southern Africa, based on the successful experiences in commercial farms and plantations in Kenya and the United Republic of Tanzania;

Senegal — a promising experiment in the rehabilitation of child rubbish collectors in Mbeubeuss

As part of the IPEC programme in Senegal, one of the worst forms of child labour was found to exist at the public waste tip in Mbeubeuss. About 400 rubbish collectors, including 120 children below the age of 15 years, work on the site to reclaim and sell waste items. The children are exposed to considerable risks of illness or poisoning, and, in this highly hierarchical milieu, children often suffer psychological and physical ill-treatment and grow up with very low self-esteem.

The NGO ENDA Graf, which has worked in this area for some ten years, suggested setting up a programme, in collaboration with ILO/IPEC, to help these children. From the beginning, the project involved the adult workers' association, the children's families and the children themselves. Preparatory awareness-raising activities were conducted with the adults, who have a certain influence on these children in this very closed environment. The strategy adopted has been, first, to remove 30 children aged below 15 years from the tip and offer them practical pre-apprenticeship training in a trade (mechanics, carpentry or sewing) with local craftsmen; this is rounded off with theoretical training in the chosen trade and courses in reading and writing. Assistance to families in obtaining replacement income has also been proposed.

At present, 30 children have been removed from rubbish collection work, and their families, the adult workers and the children themselves have been mobilized to ensure the success of the project. The families are very much involved in the programme, since they are well aware of the training opportunities now available to their children and are also given assistance in their own right through income-generating activities. The families have undertaken to share in the costs of transport and meals for the children during their training. At the same time, the rubbish collectors' association will systematically discourage the children selected from frequenting the site. Finally, the experiment offers the children an opportunity to learn a trade, and they follow the training classes avidly. This IPEC programme has given back hope to the community and its children. Pressing requests for assistance to other children have been registered and will be acted on when the programme is extended in a final phase.

United Republic of Tanzania — Trade union action to prevent domestic child labour

Singida region in the United Republic of Tanzania is regarded as one of the leading catchment areas for the recruitment of domestic workers. It also happens to be one of the country's poorer regions, the majority of its population living in abject poverty. Besides supplying girls to work as domestic servants in urban centres around the country, the region has a comparatively large number of out-of-school children working in exploitative and hazardous conditions in the informal sector, including the commercial sex sector.

The overall strategic activity organized by IPEC comprised community awareness-raising seminars involving 13 villages and the participation of 120 people, including government and municipal officials, parents, teachers and community leaders. A child labour committee was formed in each village to monitor and prevent the recruitment of children for domestic service. Trade union officials provided training and orientation on child labour to child labour committees in 13 villages. At the district level, three working agreements were signed between trade unions, local government authorities and employers on the prevention of child labour. At the regional level, a circular was issued to all district councils in the region, requiring district authorities to discuss the child labour situation, to formulate appropriate strategies in response to child labour problems within the framework of the District Development Plan, and to set aside resources to supplement initiatives to combat child labour in the region.

A community-based mechanism to restrict the recruitment of young girls for domestic service has been put in place in 13 villages, while strong partnership and networking between the local government and trade unions to address the problem of child labour in Singida region has emerged. It is estimated that the recruitment of child domestic workers in the 13 villages covered by the action programme implemented by IPEC was reduced by 65-70 per cent over a five-month period.

The experience indicates that trade unions can undertake effective action on child labour at the community level through close networking and collaboration with local government and community leaders and by assisting these to define child labour problems and identify practical measures to prevent child labour. Such district and community-based interventions are inherently sustainable and can be readily replicated in other geographical areas.

- commercial sexual exploitation of children in eastern Africa;
- child trafficking for exploitative labour, including domestic service, plantation work, prostitution and other child slavery practices, in nine countries in West and Central Africa, based on an assessment of the scope and current trends of the trafficking of children; and
- action against child labour through education and training in the participating French-speaking countries, based on the experiences of the same programme in English-speaking countries.

In addition to the subregional programme on child trafficking, another joint initiative of ILO-IPEC, UNICEF and the Government of Gabon was launched officially in November 1999. Several activities were implemented with the objective of developing strategies, drafting and adopting a platform for action and following up on actions since the previous workshop on child trafficking in Cotonou which took place in July 1998.

The Americas

During the biennium 1998-99 the countries in the region faced a very volatile international situation at both the financial and the commercial level. They had to make adjustments to cope with the repercussions of the Asian and Russian financial crises, the difficult economic situation in Brazil and the devastating effects of El Niño and Hurricanes Georges and Mitch. Even so, despite the slowdown in economic growth in the region during the biennium, it was not as badly affected as had been feared by the spin-off from the Asian financial crisis.

However, the unemployment rate in Latin American and Caribbean countries rose steadily and job insecurity increased. Growth in the modern, organized sector of the economy was stagnant, and some 85 per cent of all new jobs were created in the informal sector, in micro-enterprises, farming and small-scale services, where wages, productivity and levels of social protection are generally very low.

Fourteenth American Regional Meeting

The social and labour situation in the region was examined by the constituents at the Fourteenth American Regional Meeting, held in Lima in August 1999. The delegates, who included most of the ministers of labour and senior representatives of employers' and workers' organizations, agreed that "obtaining decent work is one of the most pressing priorities for the people of the Americas". They recognized that economic growth is a necessary but insufficient condition to generate decent work, which in addition requires economic policies which "promote productivity growth and guarantee the necessary macroeconomic stability to stimulate savings and investment".

Defining decent work as one of the core objectives of regional integration processes, the delegates requested the ILO to join in the work of the Inter-American Conference of Ministers of Labour, and to participate with the Organization of American States (OAS) and the Inter-American Development Bank (IDB) in developing and applying mechanisms to incorporate the social and labour dimension into the integration processes. They emphasized the importance of an authentic and broad tripartite social dialogue in the promotion of quality jobs. For this purpose they requested the ILO to assist in national and regional initiatives and in the linkage of economic programmes and social policies, particularly through the establishment of constructive relationships with international financial institutions and economic organizations.

In the meeting's conclusions,[7] the delegates also emphasized their commitment to the elimination of child labour, the earliest possible ratification of the Worst Forms of Child Labour Convention, 1999 (No. 182), and the implementation of programmes to achieve the objective of the Convention.

Priorities identified by delegates at the Fourteenth American Regional Meeting

The areas of priority action identified include:

- creating and strengthening suitable educational and training systems to enable workers to be integrated into the labour market and meet the new challenges of a globalized economy;
- promoting a climate of harmonious labour relations through collective bargaining;
- developing job-related policies and programmes focusing on the most vulnerable social groups, particularly the young, women, the disabled and the unemployed;
- encouraging the absorption of informal activities into the formal sector;
- protecting workers against occupational risks;
- increasing the efficiency and expanding the coverage of social security systems, including the design of new security mechanisms for the unemployed; and
- improving the capacity of ILO member States to respond quickly to crisis and emergency situations.

Promoting international labour standards and social dialogue

Emphasis continued to be placed on assisting member States to ratify and improve the application of the ILO's fundamental Conventions. The activities undertaken included studies on the harmonization and compatibility of national Chilean legislation with Conventions Nos. 87 and 98, as well as a number of other activities to promote the ratification and implementation of Conventions Nos. 87, 98, 105 and 138. Discussions were also launched with the new Government in El Salvador to explore the possibility of ratifying Conventions Nos. 87, 98 and 100.

A total of 12 new ratifications of the fundamental Conventions by countries in the region were registered during the biennium. As a result 12 countries in the

New ratifications of the ILO's eight fundamental Conventions

During the biennium, the following countries ratified the ILO's fundamental Conventions:

- *Belize:* Conventions Nos. 100 and 111;
- *Chile:* Conventions Nos. 87, 98, 105 and 138;
- *Dominican Republic:* Convention No. 138;
- *Guyana:* Convention No. 138;
- *Saint Vincent and the Grenadines:* Conventions Nos. 29, 98 and 105; and
- *United States:* Convention No. 182.

Indigenous rights in Ecuador

Crucial steps were taken during the biennium in Ecuador, where 45 per cent of the population is made up of indigenous peoples, for the recognition of indigenous rights. With ILO support to the President of the Constituent Assembly, the representatives of indigenous and non-indigenous groups and the President of Congress, Ecuador became the ninth Latin American State to ratify the Indigenous and Tribal Peoples Convention, 1989 (No. 169). It also adopted a new Constitution incorporating the fundamental concepts of the Convention and recognizing the following rights:

- the multicultural and multi-ethnic character of the State;
- the respect and development of all Ecuadorian languages and the official use of Quechua, Shuar and other ancestral languages by indigenous peoples;
- the promotion of intercultural harmony and of the principles of equity and equality of cultures;
- the obligation of the State to guarantee intercultural bilingual education.

Americas have now ratified seven of the fundamental Conventions, while another 12 have ratified six of them.

Significant progress was also made in the ratification and application of other international labour standards, with 38 ratifications of other Conventions, including a high number of ratifications by both Belize and Saint Vincent and the Grenadines. The ratifications included that of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), by Colombia and the Dominican Republic, the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147), by Trinidad and Tobago, the Occupational Safety and Health Convention, 1981 (No. 155), by Belize, and the Indigenous and Tribal Peoples Convention, 1989 (No. 169), by Ecuador.

Activities to improve the application of ratified Conventions included training for employers' organizations in Central America on the Minimum Age Convention, 1973 (No. 138), the Occupational Safety and Health Convention, 1981 (No. 155), and the Occupational Health Services Convention, 1985 (No. 161). Several technical cooperation projects, especially those in support of workers' and employers' organizations and labour ministries, included important components on international labour standards. An innovative approach adopted in Central America and some countries of the Andean region was the organization of workshops for members of the judiciary and human rights lawyers to examine and explain the role of the standards in the framework of national law.

Substantial progress was made during the biennium in the organization in several countries of workers committees to review and comment on the country reports to the ILO's supervisory bodies. In the Dominican Republic the activities undertaken to strengthen the social partners led to the adoption of executive decrees improving the status of labour inspectors by incorporating them into the administrative career structure, thereby giving effect to an important provision in the recently ratified Labour Administration Convention, 1978 (No. 150).

A tripartite seminar on the ILO's maritime labour standards, attended by delegates from Argentina, Brazil, Chile, Peru and Uruguay, enabled Argentina and Chile in particular to progress towards ratification of the Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147). The Ministry of Labour of Argentina also convened a working group to discuss ratification of Convention No. 147. It was envisaged to include ILO standards within the Operative Network for Regional Cooperation among Maritime Authorities of South America, Cuba, Mexico and Panama (ROCRAM).

Strengthening social dialogue

Building upon the achievements of previous biennia the promotion of social dialogue continued to be a major priority throughout the region. However, progress was slowed in many cases by political instability, financial crises and natural disasters. Further efforts were made to strengthen the tripartite partners so that they can participate more fully in social dialogue, as well as to resuscitate the process when it ran into difficulties.

In the Andean subregion a programme was carried out to improve workers' collective bargaining skills. Studies[8] analysing national strengths and weaknesses were discussed and disseminated in national seminars. This process confirmed the need for collective bargaining to be strengthened and helped the planning of ILO medium-term action. Research was also carried out on collective bargaining, social dialogue and participation in vocational training in Argentina, Brazil, Mexico and Uruguay through national studies[9] focusing on collective agreements dealing with training, by sector or by enterprise. Tripartite training in collective bargaining in Argentina gave participants in joint committees in various sectors improved techniques, instruments and concepts to help them interact more effectively.

A workshop on mediation for officials of the Ministry of Labour and Social Security in Uruguay contributed to the training of mediators in the settlement of collective disputes. The mediators then trained other officials. A database of Uruguay's collective agreements was also issued as a CD-ROM[10] and was presented at a subregional seminar held in Buenos Aires in September 1999.

Progress in social dialogue in Latin America

Despite the unstable economic context and a series of environmental difficulties and disasters, progress was made in strengthening social dialogue in several countries in the region. These include:

- *Bolivia*, where social dialogue was established for the first time between the Central Workers' Organization, the Confederation of Private Sector Employers and the Government, culminating in the signature of a national agreement on social dialogue and preparatory work for the modernization of the labour legislation;
- *Colombia*, where following the interruption of the process of social dialogue a Tripartite Labour Coordination Committee was established and social dialogue was considerably strengthened as a result of the organization by business leaders of two major seminars in Medellin and Cali, attended by labour lawyers, trade union leaders and officials from the Ministry of Labour and Social Security;
- *Costa Rica*, where the Consensus Forum, established by the Government at the beginning of its mandate in 1998, drafted new legislation on unemployment and pensions;
- *Ecuador*, where following its temporary cessation tripartite social dialogue was relaunched and focused on reform in the fields of vocational training, active employment policies and programmes, social security and productivity;
- *Paraguay*, where the Council for Social Dialogue, which includes representatives of employers' and workers' organizations, was established;
- *Venezuela*, where the newly established Tripartite Committee for Social Dialogue agreed on reforms of the labour legislation, the social security system and, more recently, the adjustment of the minimum wage, despite losing much of its influence in 1999.

The social dimension of regional integration processes

As regional and subregional integration processes gather pace, the ILO has become more active in strengthening the involvement of the social partners and ensuring that these processes include the social dimension.

After the first phase of the economic stabilization process and structural adjustment, the regional and subregional integration issue together with the advantageous insertion of the Latin American and Caribbean countries in the globalization process is a fundamental issue in the public agenda of the continent.

The Regional Office participated actively in a number of permanent committees and commissions of the Organization of American States — particularly in the field of economic integration and its effects on employment and labour integration. As a result of these activities ILO issues were discussed both at the Summit of Heads of State and Government of the countries of the Americas (Santiago de Chile, April 1998) and at the XIth Inter-American Conference of Ministers of Labor (Viña del Mar, October 1998). Final declarations were signed by the participants at the end of both events, recognizing the ILO's mandate and committing their governments to providing greater support for the promotion of core labour standards.

In a self-administered survey of the participants in the Fourteenth American Regional Meeting (Lima, August 1999), 76 per cent of the responses agreed that the countries need the ILO's support in regional and interregional negotiations. As to the reasons given, 35 per cent said that the ILO assists in strengthening the dialogue and consensus among countries and social partners, 32 per cent that the ILO disseminates experiences and provides technical support, and 19 per cent that the ILO's presence is the workers' safeguard.

Subregional integration in MERCOSUR

In the context of MERCOSUR, the assistance provided during the biennium consisted largely in supporting Labour Sub-Group 10 in the development of a *social space* and the preparation of the Social and Labour Declaration that was signed by the presidents of the MERCOSUR countries in December 1998. A Social and Labour Commission was also established as the mechanism for applying and promoting labour rights within the framework of the subregional integration process.

The MERCOSUR Social and Labour Declaration

Although non-binding, the Social and Labour Declaration signed by the presidents of the MERCOSUR countries — Argentina, Brazil, Paraguay and Uruguay — in December 1998 is a very significant statement of principle. The principles which it espouses include:

- recognition that MERCOSUR countries support the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up;
- an affirmation that the integration process involves social issues and cannot be confined to economic and commercial matters;
- an endorsement of the importance of a minimum level of workers' rights corresponding to the ILO's fundamental Conventions, with particular reference to the promotion of equality and non-discrimination, the protection of migrant workers, the abolition of forced labour and child labour, collective rights, social dialogue, collective bargaining, the protection of unemployed workers, vocational training, human resources development, occupational safety and health, social security and labour inspection.

The adoption of the Social and Labour Declaration has been accompanied by the development of a technical assistance project designed to assist Labour Subgroup 10 and strengthen the labour institutions of MERCOSUR, particularly in the fields of labour inspection, vocational training and skills certification, labour market information and migrant workers.

Promoting employment and combating poverty

Subregional integration in the Caribbean

One of the main objectives of the ILO's policy advisory activities in the Caribbean subregion during the biennium was to work towards a common position on labour issues in the context of multilateral trade agreements. Several papers and studies were therefore prepared for the ILO Caribbean Subregional Symposium on Labour Issues in the Context of Economic Integration and Free Trade, which was held in Port-of-Spain in January 1999.[11]

The purpose of the symposium was to clarify how labour policy can facilitate the transition from protected to open economies and to examine the likely impact of globalization and economic integration on Caribbean labour markets. It was seen that, in the context of economic integration and free trade, it is necessary to adjust to the inevitableness of globalization. In particular, since global economic integration will involve the small Caribbean States, they must be prepared to take advantage of the opportunities it provides while cushioning the negative consequences for their economies. It is imperative for CARICOM countries to pool their resources in order to maintain some degree of competitiveness.

The participants identified several areas of priority action, including:

- training and retraining of workers to achieve functional adaptability;
- cushioning the unfavourable effects of downsizing;
- ensuring that workers' rights are respected (as embodied in the ILO Declaration);
- the proper development of labour ministries to meet the impending challenges.

A publication has been issued containing the contributions to the symposium, a summary of the discussions and the proposed agenda for the future. As a follow-up to the symposium a study tour was organized to Lima and Santiago to inform employers' and workers' representatives from the Caribbean on the labour issues affecting Latin America. On a related subject, a study was published on the crisis in the banana-growing sector in the subregion.[12]

Cooperation agreement with the Andean Community

The Andean Community encompasses all the organs and institutions of the Andean Integration System, whose basic objectives are to:

- promote the economic and social cooperation and integration of its members;
- speed up economic growth and job creation in the Andean countries;
- strengthen solidarity and equality in terms of development in the subregion;
- promote regional integration;
- define social policies geared to improving the quality of life;
- improve access of the various social groups to the benefits of development.

During the Fourteenth American Regional Meeting of the ILO held in Lima in August 1999, the ministers of labour of the Andean Community adopted a final statement stressing the importance of having closer links with the ILO to study and discuss central issues, including:

- occupational safety and health;
- social security;
- vocational training and labour skills;
- labour migration;
- employment generation.

In this framework an agreement between the secretariat of the Andean Community and the ILO Regional Office for the Americas in Lima was ready to be signed at the end of 1999. Its main objective is to give specific form to cooperation between the two organizations, to support the countries in their efforts to achieve better social cohesion and to incorporate social and labour concerns in the process of social integration in the Andean Community.

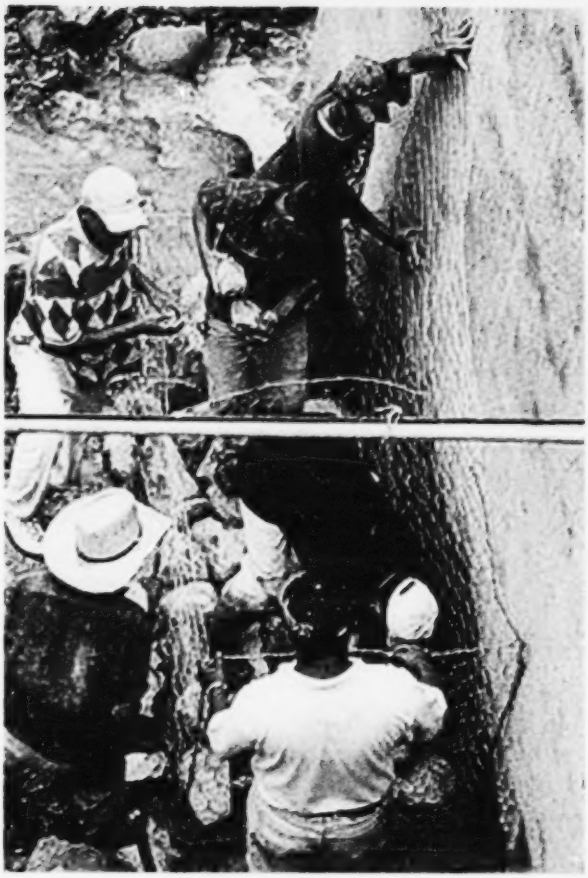
Central America

One of the ILO's major contributions to promoting employment and combating poverty in Central America was its response to the emergency situation in the countries suffering the effects of Hurricane Mitch, which devastated large tracts of Central America in October-November 1998 and left over 11,000 dead and hundreds of thousands without homes or means of

Reconstruction in the wake of Hurricane Mitch

In the projects designed by the ILO in the wake of Hurricane Mitch, emphasis was placed on the construction of retaining walls along river banks to protect the population against future flood disasters and to recuperate farm land. Studies were made of the design of retaining walls for over ten rivers. The following activities were launched:

- six projects in Nicaragua with 760 direct and 400 indirect beneficiaries, and two micro-projects for the construction of retaining walls, employing 300 workers and indirectly benefiting 25,000 people;
- a reconstruction programme in the municipality of San Juancito (30 km north of Tegucigalpa), generating 160 jobs (60 per cent of them for women), which has received praise from the Government, UNDP and donors and is being replicated in other regions of Honduras and Nicaragua;
- an employment and training programme in Honduras for some 1,000 women who were made redundant when the banana industry was decimated. The programme emphasized micro-enterprise creation, produced targeted training packages in alternate income-generating skills and facilitated access to start-up credit where necessary.



livelihood. While Honduras and Nicaragua were the worst affected, the hurricane also caused extensive damage in Belize, Costa Rica, El Salvador and Guatemala.

After the completion of the humanitarian and relief phase, the ILO assisted in the urgent reconstruction activities. It was also responsible for coordinating the regional proposal from the United Nations system as a whole to donors at the Stockholm Consultative Group Meeting for the Reconstruction and Transformation of Central America at the end of May 1999.

The ILO's response to Hurricane Mitch emphasized the maximization of local employment opportunities, particularly for women. It focused on two levels:

- the national level, by assisting in the development of investment plans for construction and reconstruction, with particular emphasis on labour-intensive infrastructure projects;
- local government, through its support to municipal authorities to help them prepare, manage and implement pilot projects and develop medium-term programmes for the labour-intensive reconstruction of infrastructure and the creation of productive employment, particularly through the development of small and micro-enterprises.

Labour-intensive public works projects were carried out in four municipalities and ILO-designed programmes in another 36. Four projects were already completed during 1999.

Employment

In more general terms, policy advice continued to be provided on employment policy issues and an employment policy review was carried out for Chile. The first in a series of country studies was published on Chile by the ILO Task Force on the Country Studies on the Social Dimensions of Globalization in 1998.[13] Chile is a remarkable example of integration into the world economy and has been praised by the WTO as one of the world's most liberal trade regimes. Social progress, however, has been uneven, with an unequal distribution by international standards and very unequal opportunities for its population. Several factors, more or less directly related to the globalization process, accounted for these labour and social problems.

The question was raised whether measures should be taken to address these problems while maintaining the dynamism of Chile's economy — i.e. whether high growth rates could be expected to bring about more equal income distribution as more stable jobs were created, or whether low productivity would result in the Chilean economy continuing to specialize in sectors characterized by unstable jobs and thus accentuate income inequality.

Study on the social dimensions of globalization in Chile*

With a view to maintaining Chile's economy on a sound macroeconomic path, while avoiding the trap of low productivity and unstable jobs, this study explored several policy avenues, not just in the area of education but also regarding:

- social protection: unequal income distribution and the lack of social protection in the event of unemployment means that Chile was not sufficiently prepared for a possible economic downturn;
- labour market regulations and institutions and social dialogue at the national level: given the limited role of collective bargaining, the individual contract is the prevailing form of employment relationship, entailing the risk of an insufficient degree of protection and a lack of information for unskilled workers; the way these issues are addressed will have a strong bearing on the economic development prospects of the country;
- vocational training: access to vocational training varies greatly according to the category of employment, and the fact that decisions on training programmes are taken by the employers can result in an inefficient allocation of resources for vocational training; this is especially important in a medium- to long-term perspective as lack of training reduces career prospects.

Some of these measures have a budgetary cost, involving difficult trade-offs between short-term objectives such as maintaining a constant tax rate and long-term objectives such as a socially sustainable participation in a globalizing economy.

* *Studies on the social dimensions of globalization: Chile*, 1998.

Women's employment programme in Peru

Although the participation of women in the labour market in Peru has increased over the last decade, poor women in urban areas still face great problems in finding remunerated work. With a view to developing a viable policy option to help this category of women, particularly women heads of households, the ILO has assisted the Peruvian Ministry of Labour and Social Promotion to develop a Women's Employment Consolidation Programme (PROFECE). The programme is based on the provision of training in management and technical skills so that the women can improve the quality of their goods and services and sell them more easily.

In Metropolitan Lima some 2,500 groups composed of a total of approximately 11,000 women workers were set up under the programme and are working in such areas as services, textiles and clothes making, craft work and food processing. In addition, the following assistance has been provided to the group:

- creation of a database of some 2,000 groups of women and enterprises offering work;
- development of an evaluation module for each sector of activity to orientate the production and training of the groups;
- establishment of a network through which 5,960 temporary jobs have been found in some 70 participating enterprises;
- setting up of a permanent exhibition hall for the display and sale of the groups' produce;
- preparation of a framework contract for the engagement of the groups by enterprises, in parallel with the process of the development of micro-enterprises in the formal sector.

The programme has been extended to Ayacucho, one of the poorest areas in Peru, and donors are planning its further extension to Huamanga and Huanta and other parts of the country.

Further discussions are due to take place on ways in which the ILO could assist Chile in assessing its vulnerability to exogenous shocks, and in particular the impact of such external developments on the Chilean labour market and policy responses.

Labour market information

In view of the need for reliable and comparable labour market information as a basis for policy-making, the ILO continued compiling the annual statistical analysis, the *Labour Overview*,[14] which has become a well-respected source of information for ILO constituents on trends in the labour market situation in the region. In August 1999 an advance edition was published, prior to the Fourteenth American Regional Meeting, containing information on the economic and labour situation in Latin America for the first half of 1999.

The growing impact of the *Labour Overview* is reflected by its increased exposure in the national and regional press in the region. When the fifth edition was published in 1998, over 104 articles were published on it in the region and even in Europe. The demand for the hard-copy version of the *Overview* almost doubled in comparison with the previous biennium.

Assistance was also provided at the national and subregional levels to improve the scope and effectiveness of labour market information systems.

Vocational training

In view of the great importance attached to improving the skills of the workforce in an era marked by uncertainty and change in the labour market, considerable emphasis was placed on assisting member States improve their vocational training systems and adapt them to rapidly changing needs. Over recent years the ILO has been particularly influential in the development of competency-based training in the region.

Until recently there had been little or no training or certification of vocational skills or labour competencies in the various trades in the region. There was therefore no training or career structure outside the strictly academic path followed by a small minority of students. Even three years ago few vocational training

The introduction of competency-based skills training

Vocational training institutions have taken important steps for the introduction of competency-based training in the following countries:

- *Argentina, Bolivia and Chile*, where competency-based projects are being carried out in several sectors;
- *Brazil*, where a network of competency certification has been developed;
- *Colombia*, where a start has been made in setting up a competency-based training system and broad-based tripartite dialogue on an experimental basis in 18 occupational sectors;
- *Costa Rica*, where competency standards in the hotel and tourism sector have been identified and introduced;
- *Ecuador*, where a model training system based on competencies has been introduced;
- *Guatemala*, where a competency-based approach is being incorporated into training programmes;
- *Uruguay*, where a system of training and competency certification is being designed and a pilot application is being developed in a local enterprise for the standardization of qualifications;
- *Venezuela*, where work has started on the development of a national training system using the competency model.

In addition, several employers' organizations in the region have started pilot programmes for competency-based training to improve human resources management. Several workers' organizations have also requested training and information on the competency-based approach to vocational training.

institutions or employers' or workers' organizations advocated competency-based training and certification. In collaboration with the Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR), therefore, the ILO has placed considerable emphasis on disseminating experience of competency-based skills training from Australia, Mexico, North America and Europe. As a result institutions throughout the region have taken important steps towards its introduction.

The protection of workers

The importance placed by constituents in the region on the protection of the workforce was demonstrated by the interest shown in the XVth World Congress on Occupational Safety and Health, held in São Paulo, Brazil in April 1999. The Congress served to draw attention to the ILO's occupational safety and health statistics, which revealed the real magnitude of workplace accidents and diseases (see Chapter 3 for more details).

To assist in preparing workers for social security reforms and to sensitize them to the various implementation alternatives available and to international labour standards, a Latin American Regional Round Table for Workers' Representatives on Pension Schemes Reforms was held in Mexico City, Mexico in September 1998. Previously, three preparatory subregional meetings were held — in Santiago de Chile for the MERCOSUR countries, in Lima for the Andean subregion, and in Mexico for the Central American countries, including Cuba, the Dominican Republic and Mexico. As a result, workers' organizations presented important proposals on raised protection levels and security coverage for the reform and development of the various countries' pension schemes.

Under the STEP programme the ILO strengthened its collaboration with the Pan-American Health Organization (PAHO) and the Inter-American Social Security Conference (IASSC), in order to enhance coverage of health care schemes in the region. A Memorandum of Understanding between the ILO and PAHO was accordingly signed in August 1999, establishing a framework for cooperation to develop and implement joint activities to promote equitable access to quality health care in Latin America and the Caribbean. The long-term objectives of this cooperation are:

- to enable member States of the ILO and PAHO in Latin America and the Caribbean to extend coverage of health care systems and to develop policies for extending social protection for health care, particularly in the informal sector in both urban and rural areas and among unprotected groups;
- to involve all the major stakeholders in the process of policy design, implementation, monitoring and evaluation, in order to gain public support for health policy reform in the region.

One of the first activities undertaken after the signature of this Memorandum of Understanding was the organization of an ILO/PAHO Latin American and Caribbean regional tripartite meeting on the extension of health care to excluded groups, which took place in Mexico City from 29 November to 1 December 1999. The tripartite meeting:

- reached a consensus on the implementation of alternative mechanisms for extending health care protection to the excluded populations, taking into account the criteria of solidarity, complementarity, comprehensiveness, efficiency and technical and financial sustainability;
- defined lines of action for the extension of health protection to the excluded groups in Latin America and the Caribbean;
- proposed guidelines for an action plan to identify technical and financial resources for this initiative at the national and international level.

The meeting also:

- reviewed the situation in member countries and the reasons for exclusion from health care protection;
- made comparative analyses of policies for the extension of health care protection;
- reviewed successful experiences in this field at the national and local level;
- proposed alternative mechanisms to the member countries for their inclusion in programmes to extend health care protection.

In view of the progress achieved, it is planned to sign a Memorandum of Understanding with PAHO on occupational safety and health issues. A manual[15] was published for employers, workers and social security organizations which describes various approaches to occupational safety and health and provides information on their objectives, financing and administration.

Safety and health in the construction industry in Bolivia, Colombia, Ecuador, Peru and Venezuela

Following the holding of a series of workshops on the organization of safety and health on building sites in collaboration with associations of employers in the construction industry, and the publication of articles on the subject in the journals of the associations:

- the associations of employers in the construction industry became more involved in the promotion of safety and health in building works (for example, the association in Peru created a security and productivity committee);
- measures were taken by several governments (for example specific occupational safety and health regulations for construction and public works were adopted in Ecuador in 1998, and similar regulations were announced in Peru);
- work commenced on the design of national action programmes for the promotion of safety and health in the construction industry.

Another focus of the ILO's work on occupational safety and health during the biennium was the construction sector. An ILO programme covering Bolivia, Colombia, Ecuador, Peru and Venezuela, estimated that in this sector, which accounts for some 6 per cent of GNP, there are approximately 220,000 work-related accidents a year, of which 7,000 give rise to permanent incapacity and 700 are fatal. The annual cost of these accidents to the construction companies is around US$450 million.

Child labour

During the biennium ILO-IPEC continued to develop its activities in the region at both the national and the regional level. Two more Memoranda of Understanding plus a letter of intent (with Uruguay) were signed and nearly 50 action programmes were commenced during the biennium. The beneficiaries of the programmes included 5,000 direct beneficiaries, 2,500 families and 50,000 indirect beneficiaries. National studies were undertaken to obtain information on the quantity and characteristics of child labour.[16]

Arab States

The average growth in GDP for countries in the region (excluding Iraq) was estimated at 2.1 per cent in 1998, which was below the rate of population growth in the region. An even lower rate of GDP growth was foreseen for 1999. There were significant differences in economic growth between the oil-producing countries, whose economies were closely linked to fluctuating oil revenues, and countries with more diversified domestic incomes. The decline in oil revenues, combined with the social impact of various structural adjustment measures, resulted in an aggravation of the unemployment and underemployment situation in most countries of the region. Low-income countries in particular continued to face widespread poverty, limited social protection and poor working conditions.

Social conflicts were relatively scarce and moderate during the biennium. The peace process and regional cooperation gave signs of taking on a new lease of life. Some progress was witnessed in the fields of democracy and tripartism, human rights, trade union rights and gender questions. In this context the action taken during the biennium by the ILO Regional Office and the MDT in Beirut in collaboration with constituents in the region focused on the reinforcement of local capacity through training, information dissemination and technical information.

Poverty reduction and employment promotion

Tripartite consultation and the involvement of the social partners in the formulation of economic and social development programmes and policies was an essential component of the strategy recommended by the ILO to promote employment and combat unemployment. A series of seminars and national and regional workshops was organized in the region with the aim of promoting new employment strategies. Translation of key ILO documentation on employment strategy, in particular the *World Employment Report*,[17] and the modular package on gender, poverty and training, supported this work.

In September 1999 a tripartite regional consultation was launched in Beirut in the context of the follow-up of the World Summit for Social Development.[18] This consultation provided a regional and tripartite perspective on priority action at the national and regional level in the area of employment promotion policies and poverty eradication, labour market policies and institutions, enterprise development and skills, human resources development and gender and employment. The issue of globalization and its impact on job creation, technologies, skills and productivity were also discussed. The consultation brought together for the first time representatives from governments and employers' and workers' organizations of Arab countries in Western Asia. The conclusions reached through this tripartite consultation provided a platform for follow-up action by social partners, and for the ILO's future assistance programme in the region.

At the national level efforts were made to enhance the institutional capacity of constituents to develop and implement employment strategies, training and small and medium enterprise development policies and programmes. In Bahrain and in Yemen technical coopera-

Promotion of women's employment in Yemen — Strengthening institutional capacity

After the 1997 International Labour Conference, the Ministry of Labour of Yemen established the Directorate of Working Women. The basic challenge was to create a permanent structure as an integral part of the Ministry in charge of mainstreaming gender issues within the Ministry. In 1998 ILO technical assistance was requested in formulating the organizational structure of the Directorate. A draft of the general functions and organizational structure of the Directorate was jointly developed by the Ministry, a representative from the National Commission for Women and the ILO. A technical cooperation programme focusing on the capacity building of the Directorate was designed. Further follow-up advisory services are currently planned to enhance the coordination and effectiveness of women workers' programmes in Yemen through the Directorate.

Palestinian employment programme: A medium-term strategy

This programme was designed to strengthen the integrated work of various services in the Labour Department related to employment, including employment services, employment policies and labour market information systems. The territories under the Palestinian Authority have been assisted in:

- designing medium-term strategies for employment promotion;
- elaborating a labour market information system; and
- establishing a model for employment services.

The project trained 105 employment officials in the districts of Ramallah, Gaza, Nablus and Hebron and organized two workshops in cooperation with the Directorate of Employment of the Ministry of Labour in both the West Bank and Gaza. The training workshops focused on ways and means of strengthening employment services and labour market monitoring.

In addition, a guide for public employment services was prepared to familiarize officials with the organizational structure and work of employment offices and with labour forms, classification, placement and data-coding.

tion was carried out in order to enhance the knowledge and skills of the staff of ministries of labour in monitoring labour market developments. In Lebanon a strategy for employment promotion and sustainable economic growth was initiated in order to assist the National Employment Office in conducting the second manpower survey and revising the national strategy on employment and economic growth.[19] Technical advisory services were carried out in order to establish a global and operational framework for labour market information systems covering the Gulf Cooperation Council (GCC) countries.

The issue of women's employment remained a major challenge in the Arab States. Gender issues needed to be addressed through policy decision-making processes and social consultation mechanisms at the same time as through the traditional awareness-raising activities.

Advice was provided in Yemen in order to establish a directorate of working women in the Ministry of Labour and thus mainstream gender and women's employment issues within the Ministry. Workshops and training seminars, including advisory services, were also provided to workers' and employers' organizations in the region on practical measures to enhance women workers' access to labour markets.

In 1999 an ILO regional study[20] was conducted which reviewed and appraised progress made in the implementation of the Beijing Platform for Action in the region in the area of gender equality at work. The review concluded that the availability of gender-sensitive data has greatly improved and that there was an increased awareness with regard to gender issues. However, there was not yet a clear indication of this in national priority policy programmes or statements. The study also pointed out the weak representation of women in employers' and workers' organizations in almost all countries in the region.

Human resources development

One of the major obstacles to the effectiveness of employment promotion and poverty alleviation programmes in most countries of the region remains the lack of a sound human resource plan and the failure of skills training programmes to adjust to labour market trends. Policy advice and technical guidelines were provided to training institutions and ministries of labour in the region, as well as to employers' and workers' organizations. The increased involvement of employers', workers' and non-governmental organizations in the promotion of vocational training programmes, especially in the context of globalization, was one of the priority follow-up activities recommended at a regional seminar organized in Kuwait in October 1998. A number of training activities at the national level are envisaged to follow up this regional seminar.[21]

A national tripartite workshop conducted in Yemen addressed the issue of the employability of new graduates and the difficulties they face in the labour market, which is a serious concern among the constituents in the Arab States region. Policy-makers, employment planners and representatives from workers' and employers' organizations were provided with the necessary technical information and guidelines on different best practices and approaches to establish closer links between the skills profile of graduates and labour market requirements.

Employment promotion through small enterprise development

In most countries of the region SMEs account for nearly 90 per cent of industrial and trade enterprises.

However, the quality of jobs and productivity are low, and there is a growing need to enhance management skills and create a more favourable environment for enterprise development. In response to the increasing interest in small enterprise development for employment generation, the ILO fielded several needs assessment missions and formulated project proposals for Jordan, Yemen and the West Bank and Gaza.

In Jordan a project to support business training for micro- and small enterprises was launched. The project is designed to develop the capacity of the private commercial and non-profit sectors to deliver practical business training and follow-up counselling to existing micro- and small enterprises. Training programmes will be developed for two main target groups:

- micro-entrepreneurs wishing to improve their business performance; and
- micro- and small enterprise owners, who intend to achieve their growth potential.

The project activities will contribute to securing better employment in the enterprises and increasing incomes.

Two further technical assistance projects for the promotion of small and medium enterprises were implemented in the West Bank and Gaza.

- The training of small contractors project provided technical advisory services and training based on "Improve Your Construction Business" to small private contractors, with a view to enhancing their technical and managerial capacities.
- A project on the creation of small enterprises development units (SEDUs) assisted four selected chambers of commerce on a pilot basis. Through training and advisory services, the ILO contributed to establishing SEDUs capable of providing a range of highly practical skills and needs-based services to artisans and small enterprises located in their respective areas, including:
  - consultancy services aimed at helping small businesses overcome a range of common practical problems related to business planning, marketing, productivity and quality control;
  - highly practical training programmes;
  - facilitation of linkages between small businesses in the same subsector and overseas sectoral associations, and between local and overseas enterprises;
  - referral services to help small businesses identify other support schemes;
  - information services;
  - facilitation of credit access.

Rehabilitation services for persons with disabilities

Technical cooperation projects were implemented in Iraq, the Syrian Arab Republic, the West Bank, Gaza and in the Gulf.

In the Syrian Arab Republic, the project promoted the community-based rehabilitation of disabled persons and made significant progress in achieving its objectives. One hundred and thirteen loans were provided to disabled persons to assist them in establishing income-generating activities. The repayment rate reached 98 per cent following the successful performance of these activities. The project also conducted five training courses for knowledge and skills enhancement for project staff and community workers. Training covered "Start Your Business", vocational rehabilitation and the promotion of handicrafts. Six vocational training units were established in three governorates with an annual training capacity for 400 people. The project, in cooperation with concerned NGOs and the Government, played a critical role in establishing a special fund for employment promotion for disabled persons. Furthermore, a directory, produced by the project, of all institutions related to disability in the Syrian Arab Republic was expected to contribute sig-

nificantly to the assistance and support to be provided to disabled persons.

Labour administration

ILO efforts, in cooperation with the Regional Arab Programme for Labour Administration (RAPLA), were directed to better equipping labour administration systems in the region to respond to the need expressed by the social partners for increased social dialogue and improved application of labour legislation and workers' protection systems. Training activities carried out at the national level included:

- Jordan — promotion of collective bargaining;
- Kuwait and Lebanon — strengthening labour inspection;
- Lebanon:
  - diagnosis of labour administration systems;
  - improving mechanisms for the settlement of labour disputes;
  - computerization of labour administration systems;
- Saudi Arabia — revision of labour legislation.

Promotion of international labour standards

ILO promotional work aimed at the wider ratification of relevant core Conventions was intensified in 1998-99 in the Arab States region. Advisory services and technical meetings at both the regional and the national level were organized to explain the relevance and importance of labour standards in the development process, and in particular the significance of ILO principles and values underpinning tripartism, human rights and democracy.

With respect to international labour standards and core Conventions, a regional seminar was organized in 1999 in the Syrian Arab Republic, in order to promote understanding of the procedures related to international labour standards and to the ILO Declaration on Fundamental Principles and Rights at Work.[22] Fellowships and study tours were organized by the Turin Centre and at ILO headquarters for government officials and employers' and workers' representatives.

Ratification of the eight fundamental Conventions by Arab countries

During the biennium the following Arab member States registered their ratification of the ILO's fundamental Conventions:

- *Convention No. 29:* Oman, Qatar;
- *Convention No. 87:* none;
- *Convention No. 98:* none;
- *Convention No. 100:* none;
- *Convention No. 105:* Bahrain;
- *Convention No. 111:* none;
- *Convention No. 138:* Jordan, Kuwait, United Arab Emirates;
- *Convention No. 182:* none.

Although relatively slow, progress in the ratification and application of ILO fundamental Conventions is being made steadily in the region. During the period under review Oman and Qatar ratified the Forced Labour Convention, 1930 (No. 29), Bahrain ratified the Abolition of Forced Labour Convention, 1957 (No. 105), and Jordan, Kuwait and the United Arab Emirates ratified the Minimum Age Convention, 1973 (No. 138).

Child labour

Child labour is widespread in the Arab region, but relatively rarely in its worse forms. Special attention has been made in the region to sustain the momentum gained in national efforts for the elimination of child labour. A regional seminar was organized in Jordan in October 1999 to improve national strategies and review the situation on child labour. The seminar identified a set of measures and practical action to be taken against hazardous work, hidden child work situations

Promoting labour standards in the Arab region

One of the more intensive areas of activity in 1998-99 was the promotion of the ratification of international labour standards, which culminated in the organization of a Tripartite Regional Seminar on Ratification and Application of Core International Labour Conventions (Damascus, May 1999). The seminar was designed to examine the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up and to consider efficient ways of applying fundamental rights and principles, in particular the fundamental Conventions. The seminar also provided the opportunity to exchange views on possible activities to enable member States to consolidate their efforts on this subject.

The seminar was successful in promoting understanding on the ILO Declaration and on international labour standards, including the core Conventions, and in identifying the ILO's role and action. The meeting concluded by agreeing on a series of concrete follow-up activities at the regional and national level particularly with respect to:

- strengthening ILO technical cooperation programmes designed to enhance the constituents' capacity to ratify and apply international labour standards;
- increasing the availability of ILO documents in Arabic concerning international labour standards;
- organizing regional/subregional seminars or workshops on international labour standards, in particular on core Conventions; and
- promoting dialogue and discussion between the ILO and constituents on the procedure for ratifying and applying international labour standards, as well as on specific cases.

(e.g. domestic service) and situations involving sexual exploitation. In its conclusions the seminar:

- called on Arab countries to ratify rapidly the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), and to accommodate these standards in their national legislation;
- advocated the establishment of a regional committee with a view to coordinating efforts and following up with Arab governments the ratification of Convention No. 182; it was suggested that the committee be composed of representatives of the ILO, UNICEF, UNESCO, ALO, League of Arab States and Arab Council for Childhood and Development;
- called on Arab governments to develop a policy and establish a plan of action to define, identify and eliminate child labour, particularly in its worst forms;
- encouraged the establishment of appropriate mechanisms and structures to monitor and to collect data and report on abuses;
- called on the ILO to provide technical assistance to strengthen the capacity of the constituents and the concerned NGOs to participate constructively in the fight against child labour;
- endorsed all support programmes that provide direct assistance to working children, including the provision of legal assistance, the opening of specialized centres for rehabilitation and education, the enhancing of labour inspection and other similar services; it was suggested that special consideration should be given to children, particularly girls, working as domestic servants;
- called on ILO constituents, concerned NGOs and the media in the region to engage in campaigns to raise the awareness of their members and of the public at large.

In Yemen a project proposal endorsed by the tripartite partners in Yemen was formulated to upgrade skills and knowledge, establish proper structures and mechanisms, develop policies and strategies and assist in child labour awareness campaigns. Missions were also carried out to Lebanon and the Syrian Arab Republic to formulate project proposals to enhance the capacity of workers' organizations to contribute more effectively to national efforts to eliminate child labour.

Assistance to employers' organizations

The ILO continued its efforts to assist employers' organizations in strengthening their capacity for active participation in tripartite dialogue, and in enhancing the role of the private sector in economic and social development. ILO training material on management was disseminated through national seminars organized in Kuwait (How to Start a Private Business); Oman (Training in the Private Sector to Accelerate the Omanization Process); and Yemen (Quality Management). Technical advice was also provided to employers' organizations in Qatar, Bahrain, the United Arab Emirates, Yemen and the West Bank and Gaza to identify the needs for technical assistance and to provide advice for employers' organizations on specific issues. As a follow-up to needs assessment missions, two technical cooperation projects were developed for Yemen and the West Bank and Gaza. The proposal in Yemen is specifically designed to increase the capacity of the Chambers of Commerce and Industry to provide training services for small enterprises and to establish a database on market information at the Federation of Chambers. The project also aims to facilitate the flow of information between the federation and its member chambers by establishing a computer network. The proposed project in the West Bank and Gaza is aimed at rehabilitating and strengthening small chambers so as to enable them to provide appropriate services. It is envisaged to conduct studies/surveys on economic activities in the area covered by each chamber and to carry out training programmes covering such issues as operations and management of chambers, business planning, market analysis, information systems and credit and loan management. A number of seminars at the regional and national level were organized for training purposes or to consolidate the employers' position in selected areas. A subregional round table on the innovative role of employers' organizations in the coming era (Bahrain, 1998) addressed the impact of economic and social change and identified elements to be reflected in employers' strategies and policies.

Strengthening workers' organizations

In the field of trade union activities a project on workers' education was launched in 1999 to reinforce the technical capacity of the General Confederation of Lebanese Workers (CGTL) in engaging in social dialogue. Advisory services and training activities addressed a wide range of issues, including the basic principles of freedom of association, the right to organize and collective bargaining; promoting the ratification and application of basic human rights standards; globalization and the impact of privatization and enterprise restructuring on workers; and protection of women workers' rights, informal sector workers and vulnerable groups. In close cooperation with the International Confederation of Arab Trade Unions (ICATU) six regional seminars were organized covering the aforementioned subjects. Activities at the national level (Bahrain, Jordan, Kuwait, Lebanon, Syrian Arab Republic, Yemen), were designed to strengthen the capacity of workers' organizations, particularly with respect to workers' education, collective bargaining and international labour standards.

Special programme in support of the territories under the Palestinian Authority and employers' and workers' organizations

During the biennium, the ILO provided assistance and training to the West Bank and Gaza, in response to needs identified in the country objective review, in the fields of:

- labour administration;
- employment services;
- labour legislation; occupational safety and health;
- small enterprise development;
- the rehabilitation and reintegration of disadvantaged groups:
  - establishment of a vocational rehabilitation centre and the training of its staff;
  - rehabilitation of ex-detainees and the disabled;
- women workers.

A number of new and pipeline projects were also developed, including a project on employment generation through human resources development in the hotel, tourism and catering sector.

Syrian Arab Republic — Occupational safety and health

A project was implemented in the Syrian Arab Republic which aimed at protecting the lives of 25,000 workers and their families from the hazards associated with agriculture, namely: exposure to pesticides and other chemicals; accidents and injuries; biological hazards; and exposure to noise and heat. The project also addresses issues relating to the protection of the environment from chemical pollution. At the end of the project in January 2000 a manual on occupational safety and health in agriculture, which covers the prevention and control of environmental hazards as well as health surveillance, was developed in Arabic. In addition, a number of government officials were qualified as trainee trainers in occupational safety and health and in the detection and control of agriculture hazards. Locally adapted audiovisual training material will also be produced.

Social protection

Most countries in the region needed to enhance the capacity of governments as well as of employers' and workers' organizations to deal with pension reform schemes. Capacity-building assistance was needed, in particular, to develop appropriate social protection systems for a broader category of workers, including migrant workers, workers in agriculture, informal sector and domestic helpers.

An Interregional Tripartite Seminar on Social Protection Strategies for the Arab Countries was organized in Amman in February 1998 at which the countries of the region were assisted in developing a strategic approach to the design of national social protection systems. In response to one of the recommendations of the seminar, a draft project document for a regional project entitled "Development and Strengthening of Social Security and Social Insurance" was formulated. The proposed project is designed to enhance the managerial capacities of social security institutions. In addition, technical advice was provided to Lebanon and specific recommendations and proposals for the development of computerization systems were submitted to the authorities concerned. Technical advice was provided to Kuwait on an actuarial study.

Promotion of occupational safety and health

Two national seminars were organized in Lebanon during the period under review, on occupational medicine and on training trainers in occupational safety and health. Their objectives were to create national awareness of the gravity of work-related accidents, injuries and diseases and to underscore the importance of basic protection for all workers in conformity with international labour standards. Information and technical reference documents were disseminated to the constituents in the region in order to enhance the institutional capacity of member States to design and implement effective preventive and protective policies and programmes.

Cooperation with regional and subregional organizations

The eighth ILO/ALO Joint Committee Meeting was held in July 1999 to strengthen the programme of joint activities with the Arab Labour Organization. With due consideration of the ILO's strategic objectives, the meeting agreed on a number of joint activities, including seminars and studies on freedom of association, the ILO Declaration on Fundamental Principles and Rights at Work, social dialogue, gender issues, the alleviation of child labour, employment promotion, small enterprise development, occupational safety and health, and social security. It was also agreed to enhance the joint media campaign for the elimination of child labour.

During the period under review the two organizations held a regional seminar on "Employment and Emerging Changes in the Arab Region" (February 1998) and a national seminar in Lebanon on "Statistics of Work Accidents and Occupational Diseases" (September 1999). Furthermore, the ILO and the ALO Institute for Occupational Health and Safety signed an agreement for the translation of the ILO publication *Ergonomic checkpoints: Practical and easy-to-implement solutions for improving safety, health and working conditions.* The institute initiated the necessary work in this respect and the Arabic version of the document is scheduled to be published early in 2000.

The ILO maintained close relations with other regional and subregional organizations, including the International Confederation of Arab Trade Unions, the General Union of the Chambers of Commerce,

Industry and Agriculture of Arab Countries, the Executive Bureau of the Council of Ministers of Labour and Social Affairs in the Gulf Cooperation Council (GCC) States and the Arab Gulf Programme for United Nations Development Organizations (AGFUND).

Asia and the Pacific

First and foremost, substantial changes have taken place in the region during this biennium as a result of the financial crisis in East and South-East Asia. Globalization had advanced most in crisis-affected countries, and this has caused considerable social pain. This major programme has therefore redirected its programme of work substantially, focusing on effective responses to newly emerging needs.

The Twelfth Asian Regional Meeting, held in December 1997, was the guiding factor in shaping ILO's response to the crisis. This was followed by a series of regional meetings on the main social and labour aspects of the crisis, held throughout 1998-99, which have been a major source of analysis and direction to the ILO. The first of these was the High-Level Tripartite Meeting on Social Responses to the Financial Crisis in East and South-East Asian Countries, held in Bangkok in April 1998, with the participation of the IMF, the World Bank and the Asian Development Bank. At this meeting four priorities for ILO action were reaffirmed:

- social protection;
- employment, enterprise development and labour market policies;
- promotion of social dialogue;
- promotion of ILO Conventions.

More emphasis than ever before has been given to democratic institution building, and social dialogue has emerged as one of the four pillars of ILO activities.

Fundamental ILO Conventions ratified in 1998-99 by countries in Asia and the Pacific

During the biennium the following Asia and Pacific member States registered their ratification of the ILO's fundamental Conventions:

- *Convention No. 29:* none;
- *Convention No. 87:* Cambodia, Indonesia;
- *Convention No. 98:* Cambodia;
- *Convention No. 100:* Bangladesh, Cambodia, Thailand;
- *Convention No. 105:* Cambodia, Indonesia;
- *Convention No. 111:* Cambodia, Indonesia, Republic of Korea, Sri Lanka;
- *Convention No. 138:* Cambodia, China, Indonesia, Republic of Korea, Philippines;
- *Convention No. 182:* none.

Both Indonesia and Cambodia have now ratified seven of the fundamental Conventions.

Crisis response in East Timor

Towards the end of 1999, the Regional Office took the lead role in launching a set of activities aimed at providing assistance to East Timor. Following a rapid appraisal mission to East Timor at the invitation of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and the UNDP, a task force was set up at the regional level with the aim of providing support to the proposed ILO programme for East Timor, which comprised several project proposals in the field of employment. As the initial mission had identified the need for an ILO presence in East Timor, an ILO representative was temporarily assigned to Darwin as the ILO contact person for the United Nations Mission in East Timor (UNAMET), other United Nations agencies, donors, and other institutions. This initiative is directly linked with the InFocus Programme on Crisis Response and Reconstruction, which will become fully operational in the biennium 2000-01. It is expected that this regional initiative will lead to a comprehensive programme of support in the areas of employment services, skills training, small enterprise development, and labour-based infrastructure development.

The ratification of seven fundamental Conventions by Indonesia, the first country in the region to do so, has launched a new era in the field of human rights at work in Asia and the Pacific and has helped to expand the ILO's scope of work. Significant support, including technical cooperation, technical advisory services and assistance in the drafting of relevant national laws, has also been provided in the implementation of ILO Conventions.

As indicated above, the Asia and Pacific region has attained considerable flexibility in meeting emerging needs. The lessons learned from the financial crisis have helped to provide a prompt response to pressing needs arising in Cambodia and in East Timor.

Cambodia achieved political reconciliation in early 1999, and the new administration has made some progress in the area of workers' rights. In order to provide appropriate ILO services and to maintain close relations, an ILO representative was assigned to Cambodia for four months. This initiative certainly increased interaction between the Office and the tripartite constituents, in particular the Government.

For East Timor, initial action taken after the country gained independence from Indonesia included fielding missions to identify ILO humanitarian aid and development needs, to set up a regional task force, and to post an ILO representative in East Timor. The ILO's focus has gradually shifted towards assistance in the process of reconstruction of the country.

A further important element of the work of the ILO in the region was regional meetings. These were organized with the aim of providing a regional input to global agendas and to support country activities in priority areas. There was important interaction between the series of regional tripartite meetings organized by the Regional Office with the cooperation of the Em-

ployers' and Workers' Activities Bureaux and technical departments at headquarters, and the ILO operational projects and technical advisory services provided to the crisis-affected countries. The regional tripartite meetings set up a dynamic of debate and consensus on ways forward for ministries of labour and employers' and workers' organizations in the crisis-affected countries, identified any regional dimensions where action would help, and shaped the overall ILO programme of work. The active participation in these meetings of representatives of the IMF, the World Bank and the Asian Development Bank (ADB) was an important ingredient in their outcome. The topics covered were:

- social protection in economies in transition (Phuket, Thailand, May 1998);
- combating trafficking in children for labour exploitation (Kathmandu, October 1998);
- termination of employment (Seoul, November 1998);
- human resource development and training (Singapore, June-July 1999);
- industrial relations and globalization (Bangkok, August-September 1999);
- worst forms of child labour (Phuket, Thailand, September 1999); and
- economic crisis, employment and labour markets in East and South-East Asia (tripartite seminar organized jointly with the Government of Japan and the World Bank, Tokyo, October 1999).

A further source of interaction between the ILO's membership in the region and its programme of work in each country has been the regional tripartite meetings that were held to follow up global conferences. While taking up issues relevant to all ILO member States in Asia and the Pacific, they have also inevitably been influenced by the debate opened by the Asian financial crisis. The Asian Regional Consultation on Follow-up to the World Summit for Social Development took place with the participation of employment planners as well as ILO constituents.[23] This was followed by a Tripartite Round Table Meeting on Enterprise and Society Partnership and the Asian Regional Consultation on Follow-up to the Beijing Platform for Action. Specific regional meetings followed up on major development in the ILO, such as the two regional symposia held in 1998 and 1999 on the worst forms of child labour. Employers' and workers' organizations were called to a series of meetings and workshops for their specific issues, usually organized subregionally.

While the series of regional tripartite meetings held throughout the biennium guided and shaped the ILO response to the Asian financial crisis, the country-level programmes that the ILO carried out were also subjected to continuous verification. The ILO's role in helping its membership to lay the foundations for equitable and sustainable development and social policies following the Asian financial crisis was reviewed at two Governing Body sessions in November 1998 and March 1999.

A notable development in the region is the increased interaction with the Bretton Woods institutions and the Asian Development Bank, which are systematically invited to major meetings, leading to improved dialogue with ILO constituents. Progress in the relationship between the ILO's role and work to that of the World Bank, the IMF and the Asian Development Bank was also reviewed, as were the ways the ILO can help its social partners and the ministries of labour play a more influential role in rethinking the social dimension of economic development.

Workers' protection

Social security

The abrupt descent from economic growth to increasing unemployment and poverty deeply affected the social and political institutions in East and South-East Asia. The task of bringing about economic recovery and repairing the social damage has been enormous and the negative social impact on the labour force and vulnerable sectors of society will endure for some time.

The scale of assistance to rebuild social and economic institutions required a broad range of assistance and alliances, and only some of the issues and problems which made the workforce so vulnerable during the crisis have been addressed by the governments of the affected countries. The crisis focused attention on the quality of governance and the importance of democratic institutions as a safeguard of human rights.

Strengthening the Ministry of Labour in the Republic of Korea

In seeking to provide assistance to the Republic of Korea's Ministry of Labour, the ILO concentrated on the design of systems that would provide benefits to as large a percentage of the labour force as possible and which would take into account national circumstances regarding employment centres and the importance of dual employment. In mid-1998 the ILO conducted a high-level technical assistance mission to the Republic of Korea at the invitation of the Ministry of Labour, to review the labour market and the various policy and programme responses the Government had instigated in unemployment insurance, vocational training, and employment services. International study tours, research internships and technical workshops are being provided to Ministry of Labour officials, for example to observe model employment services in other countries. On the issue of making the Republic of Korea's retraining programmes more effective, specific policy advice has been provided on the methodology for evaluating retraining and developing a new evaluation model, along with opportunities for exposing officials to best practices in other countries.

Greater political openness and the expansion of trade union freedoms in the Republic of Korea actually grew from the economic crisis. A window of democratic opportunity was opened. The ILO assisted the Federation of Korean Trade Unions in its analysis of the impact of the financial crisis on Korean workers and its preparation of a trade union policy response, and strategic directions. The ILO organized a seminar with the Korea labour federations, the FKTU and the KCTU, on international labour standards and labour legislation relating to women workers, designed to increase awareness among senior women trade union leaders of strategies to combat discrimination and to promote trade union rights in the context of the crisis.

In countries like Thailand, the need for an institutional mechanism to coordinate social policy formulation, notably in relation to social insurance and social assistance policies, is ever more present. Following the ILO's recommendations, the Thai system of social protection is being expanded to cover retirees and informal sector workers. The civil service protection scheme is being revised to encourage mobility from the public to the private sector in the context of Thailand's reform of the civil service. Thailand is considering implementing unemployment insurance, recognizing that this is a priority, in combination with effective employment services for job placements. The feasibility study conducted in Thailand in mid-1998 showed that the cost of such schemes can be kept modest. Social protection is also a key function of minimum wages. As part of the Asian Development Bank's assistance to Thailand, a social sector loan was provided, with disbursement conditional on a government review of wage policy. The ILO's advice was requested and 14 policy recommendations were produced, most of which were subsequently endorsed by the Ministry of Labour and Social Welfare after review by various committees and a tripartite seminar. A comprehensive assessment of child labour following the impact of the financial crisis was also undertaken and the report was published in 1999.

In the Lao People's Democratic Republic support was given to the Government in its efforts to establish, with active involvement of the social partners, a modern social security system providing effective protection to workers in both the public and the private sectors. Significant progress was achieved, notably in the completion of a draft decree on social security for private sector employees.

Child labour

In countries such as Indonesia, the Philippines and Thailand, child labour had seemed to be on the decline, as per capita income rose, family size reduced and education became more widely available. The financial crisis and economic downturn brought in its wake a significant increase in poverty as unemployment increased. Cuts in social programmes were introduced with structural adjustment programmes. Formal sector businesses were sometimes replaced with informal sector enterprises, where child labour might be employed. The ILO conducted research into the crisis-affected countries. While macroeconomic indicators show that recovery is taking place, the social impact of the economic downturn persists. Children who already worked before the crisis face deteriorating conditions and more exploitation, especially trafficked children. There are indications that some of the worst forms of child labour such as children involved in the trafficking of drugs or in pornography and other illicit activities are on the rise.

Asian Regional Meeting on the Worst Forms of Child Labour (Phuket, 8-10 September 1999)

Changing national legislation, income-generating schemes and declaring particular areas "child-labour-free" were among the measures proposed in a set of statements of common understanding agreed upon at this meeting, which will guide future ILO action in the region. The statements cover four areas:

- situation analysis and monitoring;
- legislation and enforcement;
- action programmes for prevention, withdrawal and rehabilitation; and
- international cooperation.

The common understanding also calls for measures to strengthen education and encourage parents to send children to school; vocational training and income-generation schemes for parents; an awareness-raising campaign; reporting centres; sharing experience and best practice; and efforts to solve debt problems in cases of debt-bonded child labour.

Despite these drawbacks, there have been positive developments. The countries which are moving from a centrally planned to a market economy have openly recognized the need to address the increased vulnerability of children during the transition of their economies. The growing number of Memoranda of Understanding (Lao People's Democratic Republic and Mongolia) and national plans of action (Viet Nam) with the ILO's International Programme on the Elimination of Child Labour (IPEC) testify to this.

Cambodia, China, Indonesia, the Republic of Korea and the Philippines ratified the Minimum Age Convention, 1973 (No. 138) during the biennium, and Mongolia and Thailand are expected to do so soon. Indonesia and the Philippines have expressed their intention to ratify the Worst Forms of Child Labour Convention, 1999 (No. 182), soon. Cambodia has developed a five-year plan against the sexual exploitation of children, and Thailand has set up a task force against trafficking in children. There is a broad and effective public opinion against child labour in South-East Asia, despite the economic downturn, and the ILO has found that there is increased donor interest in

the trafficking in children, child prostitution and pornography, illegal migration and child labour in tourism and in export-oriented manufacturing industries, especially where a transnational (subregional) dimension exists. It is possible to take vigorous subregional action to eliminate the worst forms of child labour, and coordination and networking with other international agencies has become increasingly more important. IPEC, UNICEF and several international NGOs have formed a regional working group on child labour which is producing excellent results in developing information strategies and research methodologies. Networking and partnerships are essential and, given the magnitude of the child labour problem, so too is a broad alliance of partners. IPEC is part of a United Nations inter-agency initiative against trafficking in children and women in the Mekong subregion and coordinates the activities in Thailand.[24]

The involvement of the ILO's tripartite partners in the alliance against child labour made some progress but needs to be further strengthened. A regional tripartite meeting on the worst forms of child labour was held in Thailand in September 1999, sponsored by Japan. It marked the launch of the ILO's campaign for the ratification of the new Convention No. 182. The tripartite meeting identified a number of areas of crucial importance for developing a programme of action in each country to accompany ratification of the Convention.

Occupational safety and health

The significant economic changes resulting from globalization and technological development in the Asia and Pacific region have had a direct impact on working conditions and safety and health of people at work. There are new hazards and increased risks of accidents and diseases, rendered more acute by the effects of the financial crisis. The ILO's role is to promote national capacity to achieve better occupational safety and health services, better national mechanisms for identifying occupational diseases, and better policies and practices to reduce the number of occupational accidents.

A major achievement of the ILO's programme in China has been the positive role played in promoting occupational safety and health. The focus was on chemical safety, prevention of major industrial hazards/prevention of pneumoconiosis and occupational safety and health in small coal mines run by townships and villages. To set up a national system for chemical safety, a regulation on safety in the use of chemicals at work was formulated and issued; three national standards on chemical safety were revised and a trainers' manual on chemical safety was published. The purpose was to assist China in its implementation of the Chemicals Convention, 1990 (No. 170). A large-scale competition on chemical safety knowledge was launched. Tripartite cooperation has been an important aspect, with the ACFTU and CEDA co-sponsoring workshops on chemical safety with China's State Economic and Trade Commission. A national chemicals registration centre has been established and China is actively participating in international cooperation on the Globally Harmonized System for the Classification and Labelling of Chemicals. An International Conference on Chemical Safety was held in Shanghai in November 1999, with the ILO as one of the sponsors. The Bureau of Work Safety of the State Economic and Trade Commission expressed its appreciation of the support given to the Government's agenda on safety work and asked the ILO to carry out an evaluation of the programme so far, and to provide further assistance to improve the application of the Chemicals Convention and the training of state safety inspectors.

New materials measuring the specific impact of improvements in working conditions on workers' health were developed in the Philippines with ILO technical assistance. This was part of a sustained advocacy effort aimed at convincing small-scale entrepreneurs of the benefits of voluntary improvements in working conditions and promoting the ILO's Work Improvement in Small Enterprises (WISE) methodology. This new

Strengthening occupational safety and health structures

ILO assistance through the Global Programme on Occupational Safety, Health and Environment contributed to the strengthening of occupational safety and health structures in a number of countries during the biennium, including:

- *China*, where a national chemical register was established, officials and employers' and workers' representatives were trained in chemical safety, a nationwide competition was organized on chemical safety with some 600,000 participants, and a pneumoconiosis prevention campaign was launched, based on the development of guidelines, training materials and the training of 100 technicians from state-owned coal mines;
- *Nepal*, where a national occupational safety and health centre was established and equipped, extensive training was provided for local specialists and representatives of employers' and workers' organizations, and training materials were produced in the local language;
- *Pakistan*, where the Lahore occupational safety and health centre was strengthened through the purchase of a mobile training unit, which delivered a large number of field training courses and workshops, and training manuals and safety information were produced in Urdu;
- *Viet Nam*, where national occupational safety and health programmes were developed, occupational safety and health structures were established in the fishing and construction industries, training was provided, and training and information materials were produced in Vietnamese.

work was undertaken in the framework of a continuing national commitment to implement WISE and to orient the labour inspectorate accordingly. In the same country a simple and practical approach for promoting improvements in working and living conditions for small-scale agricultural workers was introduced. The methodology has resulted in improvements being made by participating farmer households. This approach has been strongly supported by the Government, in line with its focus on improving the lives of the rural poor.[25]

Employment and reduction of poverty

The ILO's work in this area was mainly guided by four factors:

- challenges posed by the Asian economic crisis;
- employment and labour market problems faced by transitional economies;
- poverty reduction in South Asia;
- specific needs of constituents at the country level.

A major tripartite regional meeting was convened to discuss the social impact of the crisis, following which a number of initiatives were taken to assist affected countries in areas such as design of active labour market policies, the strengthening of employment services, advice on wage policies and competitiveness, small enterprise development and job creation using labour-based approaches. The Governing Body was briefed on ILO action taken at its March 1999 meeting. Considerable support was provided to countries in the region in formulating and evaluating employment policies through a regional consultation on follow-up to the World Summit for Social Development and country employment policy reviews for Pakistan and Thailand.

A special study was carried out on the employment effects of the Indonesian economic crisis, followed by a multisectoral employment strategy mission which prepared a comprehensive report and programme of action. Under the title "Transition from crisis to reconstruction", a portfolio of policy guidelines and action programmes for job creation and unemployment alleviation was put together to assist the country to lay the foundations for sustainable and equitable economic growth. The policy guidelines took into account the requirements of the IMF-prescribed reform package and the most impelling needs for a social safety net comprising food security, environmental protection and a social relief fund. Part of the output of the ILO's work took the form of a published report funded by the UNDP entitled *Employment challenges of the Indonesian economic crisis*, which generated considerable debate with the World Bank and the Asian Development Bank. The impact of this report on national policy and programmes was widely noted. It also laid the foundation for mobilizing additional resources for employment and poverty reduction projects, and for reorienting other ongoing technical cooperation projects such as the ILO/Japan multi-bilateral programme on expansion of employment opportunities for women in Indonesia. The ILO/Japan programme contributes to improving the overall socio-economic position of women workers through action programmes at the grass-roots level for women's empowerment; it also seeks to build up national capacity through a steering committee on the issue of expanding employment opportunities for unemployed and underemployed women in urban and rural areas. Finally, in mid-1999 the ILO fielded a comprehensive employment strategy mission to support an employment-friendly economic recovery in Indonesia. The preliminary recommendations of this mission have been accepted in principle by the Government.

In Pakistan the ILO contributed significantly to the ninth plan by assisting in the preparation of the chapter on employment and human resource development.

The ASIST-Asia Pacific (ASIST-AP) programme that was launched in the region in May 1998 has given the ILO a unique opportunity to promote employment-intensive programmes as powerful instruments for employment generation through the use of labour-based investment policies and practices for infrastructure planning, development and maintenance. The programme has initiated new short-term and long-term employment creation support programmes in Indonesia, the Philippines and Thailand, and provided technical support to existing labour-based technology projects in Cambodia and Nepal. In Indonesia, the Lao People's Democratic Republic and the Philippines, ASIST-AP supports local-level development planning projects. The ILO's work on policy guidelines and action programmes for job creation also attracted resources from AusAID for ILO advisory services in effective management to be provided to the labour-based schemes funded under the World Bank

ASIST-AP

Following a national tripartite workshop in the Philippines initiated by ASIST-Asia Pacific to debate the wider and improved use of labour-based technology in the construction and infrastructure sector, an Executive Order was approved by President Estrada to make labour-based, equipment-supported technology the country's technology of first choice. A special ministerial oversight committee was established to realize the new employment creation goals, whereby up to 200,000 full-time equivalent jobs could be created in three government departments.

social safety net adjustment plan for Indonesia, backstopped by ASIST-AP.

Advisory services were provided to China on active labour market policies for the re-employment of laid-off workers. With regard to migrant workers, the focus of activities was on advisory services and advocacy for the protection of both regular and irregular migrant workers, especially from the adverse impact of the economic crisis, and the promotion of ILO Conventions.[26] In Indonesia the Ministry of Manpower drafted a bill on migrant workers, on which the ILO commented at various stages. Its submission to Parliament is foreseen for the first half of 2000.

The ILO also provided concrete support to a number of countries in improving labour statistics and labour market information. The emphasis was on improving the capacity of the social partners to monitor, analyse and formulate employment and labour market policies and programmes for the unemployed and for vulnerable groups. The system of labour statistics in Cambodia, China, Mongolia, Nepal, Sri Lanka, Thailand and Viet Nam were improved through technical advisory services and training courses. The improved statistics will facilitate the development and monitoring of policies and strategies for employment and human resources development. The statistics produced by employers' groups in Malaysia and by workers' groups in China were strengthened. A major activity was the implementation of Nepal's first labour force survey, which is expected to provide essential and long-needed data on employment (including employment in the informal sector and employment of women and children), underemployment and unemployment.

Human resource development

The financial and economic crisis and its effect on the labour market underscored the importance of an effective national training system to enhance the employment opportunities of jobseekers. A regional meeting on human resource development held in mid-1999 provided an opportunity to review the situation and policy directions.[27] In Indonesia, the ILO provided assistance in developing a strategy for the more efficient functioning of the National Training Council and in improving the effectiveness of the skills testing and certification system. The Technical Education and Skills Development Authority of the Philippines was assisted in reviewing its framework for policy planning and programme implementation. This process resulted in the identification of two priority concerns for future cooperation: developing strategies for financing the training system in the long term, and enhancing the effectiveness of the skills standard and certification procedures. In Thailand the ILO contributed, together with the World Bank, to preparatory work for the proposed Vocational Education and Training Act.

In Pakistan the ILO provided assistance in the form of workshops and advisory services, e.g. on the role of skill development councils in training and employment promotion. Specific advice was provided in the area of financing of training and the role of the tripartite partners in employment generation through skill development. The ILO's suggestions have been adopted as guidelines for financing and developing partnerships between the Government and enterprises for the successful implementation of training programmes. In Sri Lanka support given by the ILO in the framework of a vocational training and testing project strengthened the technical capacity of several national training bodies, including government institutions.

A technical advisory report on HRD policies and programmes will provide the basis for the Government of Mongolia to decide on its future direction and investment in the field of HRD and training. In China the outcome of a seminar on the labour preparation system, which included ILO inputs on youth employment and training schemes in market economies and HRD/training trends in market economies, contributed to the modification of existing pilot schemes for young people.

At the regional level a new model for skills standards was developed under the Asia and Pacific skills development project. This work is expected to have a significant impact on national approaches to the recognition, testing and certification of skills.

Women workers

A major drawback in mainstreaming gender concerns into the ILO's initiatives in the region was the absence of gender specialists since early 1997. By the end of the biennium, however, the post in the MDT in Bangkok had been filled along with two new posts in the MDTs for South Asia and South-East Asia. Important work was done through a number of regional technical cooperation programmes, and through the organization of studies and technical meetings.[28] An ILO regional programme on the expansion of employment opportunities for women, designed as a follow-up to the Fourth World Conference on Women, has been

ILO Asian Regional Consultation on Follow-up to the Fourth World Conference on Women (Manila, 6-8 October 1999)

The meeting reached agreement on a number of issues relating to the promotion of equal employment opportunities for women and to women's rights in the world of work. In a Statement of Common Understanding, it called on the ILO to:

- undertake gender sensitization training for its own staff and constituents;
- involve more women in the planning, implementation, monitoring and evaluation stages of technical cooperation projects;
- increase women's participation in its activities and improve the gender balance of its staff, and seek to persuade constituents that women should constitute a greater proportion of ILO delegates;
- establish a gender-disaggregated data bank, and distribute gender-relevant information;
- assist countries in carrying out gender-based analyses and develop gender-sensitive training programmes in various sectors of the economy, including in non-traditional forms of employment;
- help develop a system for monetary evaluation of unpaid work such as household duties;
- carry out analyses of the economic implications of international standards relevant to women workers, such as maternity benefits;
- share and widely distribute information on best practices for achieving gender equality at work.

operational in Indonesia and Nepal with the aim of strengthening national efforts towards poverty reduction by enhancing the socio-economic status of women and promoting gender equality. The programme has a three-pronged approach combining community-level action for the social and economic empowerment of women in rural areas and in the informal sector with capacity building of governmental and non-governmental organizations and with policy reform. An interregional project on training and information dissemination on women workers' rights focused on increasing the capacity of ILO constituents to advance the position of women workers in Viet Nam, while a regional project raised awareness among trade unions regarding the promotion of gender equality and the elimination of child labour in Indonesia, Thailand and Viet Nam. As the effects of the Asian crisis started to unfold in the region, the ILO supported a regional research institute and national universities in carrying out a study on the impact of the crisis on gender relations and women workers in the five most affected countries. Other initiatives included technical assistance to various countries in promoting the application of the Equal Remuneration Convention, 1951 (No. 100), and capacity building on mainstreaming gender concerns into the policies and programmes of ILO constituents. An Asian Regional Consultation on the Follow-up to the Beijing Platform for Action: Gender and Women's Issues in the World of Work was held in the latter half of 1999 to raise the awareness of ILO constituents of the need to promote gender equality at work.

Small enterprise development

Given the increasing importance of small and micro-enterprises and self-employment in job creation, the ILO carried out several activities: training of government officials in managing support schemes for small business; promoting the use of Start and Improve Your Business (SIYB) material in China, Thailand and Viet Nam; and advisory services on the creation of an enabling policy environment. In Thailand officials from the Ministry of Labour and Social Welfare were trained in managing micro- and small enterprise support schemes. In Cambodia the ILO is completing a project on micro- and small enterprise (MSE) development and poverty reduction, which will provide the Government and other key actors with policy recommendations to improve the employment-generation potential of the MSE sector. The popularity and success of the SIYB programme is reflected in continued demand from constituents for the adaptation and translation of materials (Thailand) and their use in training courses (China) and projects (Viet Nam). Women entrepreneurship development was the focus of support given to the social partners in the Lao People's Democratic Republic and Viet Nam. The outcome of the recent ILO Asian and Pacific Regional Round Table on Roles of Enterprises and Society Partnerships has once again underlined constituents' interest in the creation of an appropriate policy environ-

ment for tapping the employment potential of small businesses.

Disability issues

Employment promotion for disabled jobseekers is a central concern of countries of the Asian and Pacific region, as is clear from the targets for action of the Asian and Pacific Decade of Disabled Persons, 1993-2002. The ILO has contributed to this objective through a regional programme to promote employment services for disabled people. Building on a pilot project carried out in the 1996-97 biennium in which placement guidelines were developed and tested in four countries — China, Malaysia, Thailand and Viet Nam — the programme involved a series of trainer training workshops to develop the capacity of these countries to train job placement officers in helping disabled persons find employment. In addition, a technical consultation, "Developing an effective placement service for people with disabilities", was held in Singapore for representatives of employment services and relevant NGOs from eight countries of the region. This technical consultation has led to several practical initiatives in the participating countries, including an ILO-supported employer colloquium in Indonesia, where the Ministry of Manpower, in collaboration with the Ministry of Social Affairs, sought employer cooperation in the implementation of the Government's employment promotion policy for disabled persons. The ILO has given further technical support to the strengthening of the employment services for disabled persons in Cambodia, Indonesia and Thailand and to the development of a strategic action plan for the further development of the employment service of this target group.

An innovative approach to promoting the access of disabled people to mainstream vocational training has been tested in Cambodia, under the ILO/Japan project "Strengthening labour administration for employment promotion and human resources development in Indochina". A disability resource team has been established to facilitate the attendance of disabled people from rural and urban areas in three provinces at training courses in the provincial training centres and at courses conducted by NGOs, providing necessary support, arranging adaptations to the training centre buildings, and assisting the disabled graduates in finding a job or starting a small business on completion of training. A seminar was organized under the project to promote a concerted effort by different government ministries to consider the requirements of disabled people in their policies, programmes and services, and to ensure that the obstacles that prevent them from generating an income are removed. As a result, a tripartite steering group, including representatives from different ministries, was established to oversee the development and implementation of an action plan, which would incorporate practical suggestions from the seminar.

The promotion of social dialogue and tripartism

Throughout the biennium the regional department has provided opportunities for the tripartite constituents to meet and discuss their roles in relation to the priority problems in Asia and the Pacific. The High-Level Tripartite Meeting on the Social Responses to the Asian Financial Crisis held in April 1998, and the follow-up to the Social Summit held in 1999, brought the government planning agencies into the debate with the ministries of labour and the employers' and workers' representatives. The round table on the emerging role of the enterprise included ministries in charge of enterprise promotion. These meetings revealed a number of common issues more or less present throughout the region. There is a need to change the role of labour ministries from a regulatory to a development role. The promotion of social dialogue appears to be the key to helping labour ministries be more involved in policy- and decision-making on socio-economic issues, by showing up the links between social factors and economic growth. The priority problem is unemployment, and the developmental role that ministries of labour should play needs to address employment and productivity not only in the formal sector but also in the rural and informal sector.

The crisis has focused attention on the quality of governance and the importance of democratic mechanisms as a fundamental human right. The Republic of Korea, Indonesia and Thailand have expanded their democratic openness, which has resulted in the promotion of social dialogue in established forums. The ILO's work has focused on improving institutional capacity and in sharpening the content of dialogue.

Strengthening social dialogue in response to the financial crisis

The ILO organized a workshop jointly with the Employers' Confederation of Thailand in July 1998 on human resource development strategies which help reposition enterprises affected by the financial crisis. It helped to fund meetings of the Employers' Confederation of the Philippines on strategies for enterprise survival and on job preservation and job creation. ILO specialists also provided employers' and workers' organizations with training in techniques of workplace cooperation and negotiating skills for collective bargaining and the practice of tripartism in both China and Viet Nam. The ILO provided substantial support in the process of labour law reform and the development of dispute prevention and resolution mechanisms in Indonesia (see Chapter 1).

Support was provided to the Federation of Korean Trade Unions to help it analyse the impact of the financial and economic crisis and develop a trade union policy response. The ILO also organized three joint meetings of Thailand's eight major trade union centres to analyse the effects of the crisis and forge a common strategy, as a basis for playing a more effective role in tripartite dialogue at the national level and with the international and regional financial institutions.

At the same time, assistance in the region was designed to develop mechanisms for social dialogue and to extend them to such areas as dispute settlement and wage determination. The ILO provided training in conciliation and mediation techniques to industrial relations officers in Malaysia and in Hong Kong, China. It also trained arbitrators in Viet Nam's newly formed provincial arbitration committees and provided training courses for the newly formed tripartite provincial wage committees in Thailand.

Several workshops and seminars were organized to help strengthen the capacity of the tripartite constituents to handle the impact on the social fabric of increasingly interdependent economies. The ILO/Japan project on industrial relations and globalization has provided a forum for improved understanding of the effects of globalization in the context of social dialogue.

As a result of ongoing advisory services to Cambodia in the field of industrial relations and tripartism, a tripartite Labour Advisory Committee was established towards the end of 1999. The number of workers' and employers' organizations in that country increased significantly during the biennium, and they are all represented on this Committee. Training and advisory services on industrial relations issues were also provided to government officials dealing with special economic zones in China, in support of national efforts to facilitate the restructuring of the economic system.

A major achievement in the five countries of South Asia (Bangladesh, India, Nepal, Pakistan and Sri Lanka) has been to produce an articulated, consistent programme at the national and subregional level on the prevention and settlement of labour disputes. Industrial relations have worsened under the impact of privatization, industry restructuring, productivity requirements, technological changes, redeployment and retrenchments. Poorly functioning and cumbersome dispute settlement and conciliation mechanisms have led to excessive delays and unnecessarily legalistic procedures. Particular problems have been noted in the context of labour court administration and practices.

National tripartite seminars and subregional workshops on dispute settlement, labour tribunals and industrial courts have formed part of the ILO's commitment in South Asia to support national efforts to identify and overcome difficulties in the prevention and settlement of labour disputes, which is crucial to the health of the national economy.[29] The approach used has been to interlink issues covered by different departments and ministries and to seek a strong involvement of the social partners in discussions and plans of action. Subregional technical meetings on labour court administration have been held in Bangladesh, India, Nepal, Pakistan and Sri Lanka. An important aspect of the programme in South Asia has been the sharing of knowledge and experience among the

ILO/Japan Asian Regional Tripartite Seminar on Industrial Relations and Globalization (Bangkok, 31 August-2 September 1999)

This seminar was the concluding event of a three-year programme of work on industrial relations and globalization undertaken by the ILO with funding from the Government of Japan. During this time, a number of national seminars were held, exploring the effects of the opening up of markets on domestic industrial relations institutions, the behaviour of the State and workers' and employers' organizations, and the structure and content of their relations. The programme aimed at assisting the ILO's tripartite constituents in addressing the problem of how to develop effective workplace relations and an industrial relations environment which is supportive of the increasing integration of national economies in regional and world markets while maintaining the objective of social protection. The programme contained a research component including national monographs on China, India, Malaysia and the Philippines, and work on cross-border organization of industry.

The seminar had several objectives:

- to bring together ILO constituents in the Asian region for a comparative exchange of views on the implications of globalization for industrial relations;
- to identify generally and at the subregional level unresolved problems posed by globalization for the actors, structures, processes, and outcomes of industrial relations;
- to propose measures for the reform of policies and practices from the perspective of each of the tripartite constituents.

participating countries, and the quality of the technical papers prepared by the ILO as a basis for the various workshops and seminars. The ILO's programme of work in this field has seen close cooperation among the senior specialists in the MDTs, the technical departments and branches, the area offices and a number of multi-bilateral technical cooperation programmes. The technical cooperation projects involved are the ILO/Japan industrial relations programme, the ILO/Norway programme on promoting tripartism and sound industrial relations, and the ILO/DANIDA project on workers' education assistance in management training for trade unions. The work has received considerable publicity at country level.

The ILO's programme in Sri Lanka made particular headway and has led to a decrease in the number of cases unresolved and pending in the labour courts (from 15,000 to 10,000 at time of writing). Following a seminar which examined the underlying causes affecting the functioning of the labour courts and having clarified the role of constituents and labour court judges, a plan of action was developed. A working party was formed to give effect to the plan.

The promotion of ILO standards and labour legislation

Advisory services were provided on an ongoing basis to China, Fiji, India, the Republic of Korea, Malaysia, the Lao People's Democratic Republic and Thailand on the relevance and importance of human rights standards and on the reporting requirements for ratified and unratified Conventions. This supplements other promotional efforts and has facilitated the submission of reports. In the Philippines the ILO has provided assistance in the revision of the Labour Code. In Nepal, the ILO's assistance has contributed to the improvement of legal provisions in the labour sector. The Trade Union Act was amended, introducing freedom of association in the agricultural and non-formal sectors, and the Collective Bargaining Act was awaiting endorsement from Parliament at the time of writing. ILO/IPEC and the Asian Development Bank have drawn up a research project on the economics of child labour, which will also develop guidelines on the inclusion of child labour issues in planning. In addition, work will be carried out on the economic relevance of selected international labour standards — on gender, child labour, and occupational safety and health — in sustainable development; this also was supported by the Asian Development Bank.

The economic, social and political crisis in Indonesia which began unfolding in late 1997 led to a sustained effort on the ILO's part to broaden support for and understanding of the fundamental rights and principles of workers. The ILO also played a significant role in the release of noted trade unionists in detention. Senior ILO officials from the Office as well as technical specialists from the regional structure engaged the highest level of policy- and decision-makers in the country in the discussions, which led to the ratification of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Minimum Age Convention, 1973 (No. 138), the Abolition of Forced Labour Convention, 1957 (No. 105), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). To ensure adequate support to Indonesia in the implementation phase, a Letter of Intent was signed by the President and the ILO, laying out a joint workplan for the implementation of the fundamental Conventions. This has opened up new horizons in the promotion of workers' rights through technical cooperation.

The ratifications were part of an effort to update and modernize Indonesia's labour and social legislation. The drafting of the new legislation has been undertaken in consultation with employers' and workers' groups and other non-governmental organizations, and covers areas such as trade unions, industrial relations, the prevention and settlement of labour disputes, overseas employment and protection of migrant workers, social security and other issues covered by the 1997 Manpower Act. The new legislation will comprise three bills — a bill on trade unions, a bill on the settlement of industrial dispute and a bill on manpower development and protection which will revise the 1997 Manpower Act. The Trade Union Bill was already submitted to Parliament in January 2000. The others will be submitted towards the middle of this year. Regarding the protection of migrant workers, the Government has decided that the provisions on measures for protecting migrant workers are to be included in the bill revising the 1997 Manpower Act. In order to maintain the momentum of the successful cooperation between the Government and the social partners and the ILO on the reform of labour legislation, the Office decided, in April 1999, to post a full-time senior adviser on labour laws in the ILO Area Office in Jakarta for a 12-month period. Strengthening the capacity of

workers' organizations to carry out their role has also been identified as an important component of the ILO's work with Indonesia, and two workers' education projects have been launched with ILO technical advisers in Jakarta.

Cambodia ratified six fundamental Conventions in 1999. This followed an intensive programme of activities to promote these standards within the framework of some large technical cooperation programmes that the ILO has carried out in Cambodia over the past decade, concerning employment generation, skill training and enterprise development. Talks are well advanced with the Ministry of Trade and Commerce and the Ministry of Labour concerning a project on the implementation of labour legislation in the textile industry in Cambodia, an industrial sector in which the majority of the labour force is female.

Europe and Central Asia

Despite the fact that the transition from centrally planned to market economies in Central and Eastern Europe and the Commonwealth of Independent States (CIS) has made considerable progress since 1989, the economic and social costs it has brought in its wake have proved to be much greater and more tenacious than anticipated. Indeed, the sharp increase in poverty which dominates the social affairs scene is a direct consequence of the transition process and closely linked to the evolution of the labour market. As societies in transition have moved gradually away from a full-employment economy to a less secure environment, poverty has ensued from a combination of higher prices (following price liberalization) and lower incomes, which may be attributed to a decline in wages — when these are paid — and to a drop in social transfers. The situation is further compounded by a breakdown in social services.

In addition, all these countries have been confronted with new challenges related to overall globalization, interdependence, increased competition and rapid technological progress. They have been required to forge ahead with development and provide effective market-oriented governance, while seeking to combine increased economic efficiency with policies fostering social cohesion. The growth and flourishing of civil society will be crucial to the success of the political, economic and social transition and transformation in the region.

It is against this background and in response to emergency situations (Russian financial crisis and the situation in Kosovo) that the Office decided to reorganize the operational structure of the region. In early 1998, it was decided to assign the functions of an area office to the already established Central and Eastern European Multidisciplinary Advisory Team (CEET), located in Budapest. The Budapest Office is now responsible for identifying the needs and priorities on which ILO country objectives are based; developing, implementing and evaluating ILO activities in the countries concerned; and maintaining relations with the ILO's constituents and its operational counterparts. The main function of the MDT continues to be to provide policy advice and practical guidance on technical issues to the ILO's constituents. The Budapest Office continued to be staffed by seven technical specialists, including the director.

In addition, the ILO Branch Office in Moscow was transformed into a combined Area Office and Multidisciplinary Team. In January 1998, the ILO opened the Eastern European and Central Asia Multidisciplinary Advisory Team (EECAT) and Moscow Area Office. The Moscow Office now covers a total of ten countries[30] and is staffed by five technical specialists, including the director. Considerable emphasis has been placed on drawing up country objectives in the former CIS countries as a means of establishing rela-

tions with these member States. Country objectives have been drawn up and agreed to by the ILO constituents for the following countries: Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Russian Federation and Uzbekistan. In March 1998, a new programme of cooperation between the ILO and the Russian Federation was signed by the Director-General for the two-year period 1998-99 which included activities in the following fields: capacity building among constituents, legislative work, employment, living standards, health and safety, social protection, enterprise management and child labour.

A special RBTC allocation for 1999 was provided to the Moscow Office to carry out research and conduct workshops on social dialogue and labour legislation, wages and living standards, employment promotion and social protection for the Russian Federation. Four workshops were held simultaneously and immediately followed by an International Conference on Social and Labour Issues: Overcoming adverse consequences of the transition period in the Russian Federation. Each of the workshops drafted a set of conclusions and recommendations that in turn were considered by the international conference which was attended by representatives of the tripartite constituents of the Russian Federation, the National Tripartite Commission, both parliaments, ministries, representatives of the European Communities, OECD, UNDP and the World Bank. The conclusions were all aimed at identifying ways and possibilities to improve the overall situation in the labour and social spheres in the Russian Federation. It is expected that the conclusions of the conference, as well as those of the workshops, will significantly contribute to the elaboration of the programme of cooperation between the ILO and the Russian Federation for the years 2000-01 and will strongly influence the respective programmes of cooperation of other international organizations active in the Russian Federation. The ILO has been requested to disseminate the results of the conference, to consider possible action for appropriate follow-up and implementation as well as to convene a second conference for reviewing progress made.

A full-time national correspondent was created in 1998 in Bosnia and Herzegovina. The national correspondent is responsible for keeping the Area Office/MDT and the Regional Office regularly informed of economic and social developments in the country; maintaining relations with the ILO constituents; facilitating missions of ILO officials; representing the ILO in meetings or conferences; and, upon request, coordinating and implementing technical cooperation activities in the country. Two additional national correspondent positions were also established in Belarus and Kazakhstan.

International labour standards and the reform of labour legislation

Efforts were made during the biennium to assist member States in their efforts to ratify ILO Conventions by providing constituents in a number of member States with local language versions of basic ILO instruments. The Regional Office for Europe and Central Asia contributed to the translation of fundamental ILO Conventions into the following languages: Russian, Ukrainian, Polish, Hungarian, Georgian, Azeri and Croatian.

During the 1998-99 biennium, the ILO organized a series of tripartite seminars and meetings with those countries applying for membership to the European Union. Regional seminars included: tripartism and the role of tripartite bodies in Central and Eastern Europe (November 1997); and labour policy development and social dialogue in Central and Eastern Europe (October 1998). In November 1999, a seminar for EU accession countries was held in Cyprus and brought together the ministries of labour and the social partners of the 10 +1+1 accession countries, as well as the Chairperson and both Vice-Chairpersons of the Governing Body. The purpose of the meeting was to identify those fields and areas in which the ILO could assist the countries in terms of social and labour matters in their accession process. The seminar recommended that the cooperation between the ILO and the EU candidate countries should continue. The following areas of cooperation were recommended: social dialogue, active labour market policies, social security, free movement of workers, equal opportunities, training and safety and health. The countries were invited to elaborate country objectives for ILO assistance related to the EU accession process.

Ratification of the fundamental Conventions by European and Central Asian countries

During the biennium, the following European and Central Asian member States registered their ratifications of the ILO's fundamental Conventions:

- *Convention No. 29:* Turkey;
- *Convention No. 87:* Georgia;
- *Convention No. 98:* Switzerland;
- *Convention No. 100:* none;
- *Convention No. 105:* Bulgaria, Kyrgyzstan, Romania, Russian Federation, Tajikistan;
- *Convention No. 111:* Ireland, United Kingdom, Kazakhstan;
- *Convention No. 138:* Albania, Hungary, Ireland, Lithuania, Portugal, Switzerland, Turkey;
- *Convention No. 182:* Ireland, Slovakia.

Following the ratification of Convention No. 111 on 22 June 1999 by Ireland, the total number of European and Central Asian member States to have ratified seven of the ILO's fundamental Conventions rose to 37, while Ireland and Slovakia have ratified eight.

Tripartism, collective bargaining and labour disputes settlement

In May 1999, a tripartite national ILO council was established in Hungary. Its main objective is to promote ILO activities and support national measures in relation to international labour standards. The rules and procedures of this council were elaborated during a number of tripartite meetings, with the advisory assistance of the Budapest team.

In February 1999, a tripartite seminar took place in Warsaw to commemorate the fifth anniversary of the establishment of the Tripartite Commission for Economic and Social Affairs of Poland. The seminar was designed to provide all members of the commission, as well as independent academics, with an opportunity to clarify issues related to the functioning and role of the commission. This event, which was widely covered by the Polish media, was opened by the Prime Minister and closed by the Minister of Labour and Social Protection.

In Sarajevo a seminar was organized on collective bargaining and labour dispute settlement in Bosnia and Herzegovina as part of project activities on the promotion of social dialogue. It emerged from the seminar that the major concerns of the representatives of the social partners were, among other things: the approval of new labour laws which were still pending in Parliament; the development of a genuine collective bargaining system consonant with recently enacted privatization policies; and the establishment of smooth and speedy procedures of appropriate conciliation mechanisms.

A tripartite subregional seminar on the promotion of collective bargaining in Central and Eastern Europe was organized in Warsaw in June 1999 and attended by tripartite delegations from the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland and Slovakia. While the meeting did not adopt any formal conclusions, the discussions clearly revealed that collective bargaining was generally not yet as widespread as it should be and that there was a lack of articulation between various levels of bargaining, in particular at the sectoral level. While the situation was attributed to several convergent factors, it was recognized that stronger employers' organizations structured along the lines of industries or branches of the economy would contribute to a better collective bargaining environment.

An ILO study[31] on the settlement of labour disputes in Central and Eastern Europe, published in 1998, highlights recent legislative innovations introduced into the industrial relations systems of the countries. During the transition to a market economy, many of the countries recorded a substantial increase in the number of labour disputes. This situation induced many countries to introduce new legislation regulating the settlement of labour conflicts as well as to set up modern or updated procedures for conciliation, mediation and arbitration.

Social security and safety and health

In response to the needs outlined in Ukraine's country objectives concerning the improvement of the management and functioning of social protection schemes and programmes, the ILO elaborated a social budget model for Ukraine. A report [32] was produced as a product of a Ukrainian inter-agency task force that was entrusted with drawing up a social budget model for Ukraine with the assistance of a small team of advisers from the World Bank and ILO. The report concentrated on the results of quantitative analysis of the complete national social protection system in Ukraine and described the first version of the social budget model. Similar exercises were carried out for Poland, Slovakia, Lithuania and envisaged in the Russian Federation.

The ultimate goal of the UNDP-funded project in support of the pension reform in Belarus is to design a fair, socially efficient and financially sustainable pension system, functioning to the satisfaction of both beneficiaries and contributors. The major expected outputs are a draft law and a plan of stage-by-stage implementation of the reform. The intermediate results of the project are regularly submitted to a consultative committee (high-level representatives from the social partners and institutions involved) for discussion and approval.

Considerable progress has been made on the translation into the Russian language of the *Encyclopaedia of Occupational Health and Safety*, which will be made available in early 2000 in CD-ROM form. The fourth revision of the ILO *Encyclopaedia* in Russian will provide a much-needed source of recently updated information on all aspects of the multidisciplinary field of occupational safety and health. Key questions for the Russian Federation and for the CIS relate to ways to manage an effective occupational safety and health service in an economy in transition; the visions needed in the health and safety sector to enter into a market economy; and ways to develop a holistic, tripartite approach to occupational safety and health. Ministries of labour and social partners of many Russian-speaking countries have requested ILO assistance in the translation of the *Encyclopaedia* into Russian as it will increase their capacity to prevent occupational accidents and diseases, and improve the social protection of workers.

Employment

As part of the ILO's response to Commitment 3 of the Copenhagen Declaration adopted by the World Summit for Social Development, the Governing Body, at its March 1997 session, requested the Office to launch a series of country employment policy reviews (CEPRs) which would assist the governments and social partners of the selected countries to make an appropriate choice of economic, social and institutional policies, with a view to promoting the goal of full employment and improving the quality of working life. Among transition countries, Ukraine was selected to be the subject of country employment policy review. The Ukraine report was drafted in close collaboration with the Government and the social partners and its policy recommendations discussed and adopted at a national tripartite seminar in Kiev in October 1998. One of the recommendations made at the seminar was that the Government's commitment to implement the Employment Policy Convention, 1964 (No. 122) should be fully reflected in the national employment programme which has to become an integral part of a complex and internally consistent macroeconomic development strategy and policy. The macroeconomic strategy and policy should stimulate sustainable employment-intensive economic growth, generating sufficiently high demand for labour. More detailed

The Sofia Declaration

Labour ministers and heads of employers' and workers' organizations from eight countries (Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Hungary, The former Yugoslav Republic of Macedonia, Romania and Turkey) adopted the Sofia Declaration on 22 October 1999 which endorses the Stability Pact for South Eastern Europe and underscores the need for "sound economic and social policies and of social justice" in coping with the fall-out from the civil and economic crises affecting workers and employers throughout the region. The Sofia Declaration was unanimously adopted after two days of discussions at the Tripartite Conference of ILO Constituents on Employment, Labour and Social Policy in South-Eastern Europe. The Declaration says that economies of the region are faced with poverty and inadequate systems of social protection, which "have been the result of protracted conflicts in the region culminating in the recent Kosovo crisis, which hampered to a very large extent our efforts towards transition to a market economy with social stability". The Declaration highlights the need to provide decent work, meaning productive work in which rights are protected, and which generates an adequate income with adequate social protection.

The Sofia Declaration calls for social partners to become active participants in the preparation of implementation of the Stability Pact, which was adopted in Cologne, Germany in June 1999 and subsequently endorsed in the Sarajevo Summit Declaration of July 1999. The Declaration urges that the Stability Pact be developed as a "concrete instrument fostering democracy and human rights" and calls for the following objectives to be taken into account: promotion and realization of fundamental rights at work; increased opportunities for women and men to secure decent employment and income; enhanced social protection for all and strengthened tripartism and social dialogue. The Declaration requests the ILO to organize a tripartite meeting of the countries involved during the next International Labour Conference in June 2000 to discuss the progress achieved in the meantime.

recommendations deal inter alia with investment policies, privatization, regional policy, small and medium-sized enterprises, wages, education and training, employment services and social protection.

Poland was included as one of the country studies (1999) on the social impact of globalization.[33] The study examines several policy issues in some depth and documents recent government initiatives that should contribute to address the problems. It considers the development of physical infrastructures and human capital as a relatively urgent policy priority for the country, especially to tackle the problems of regional imbalances. The issue of tax reform deserves extensive dialogue within the framework of national tripartite institutions.

Tripartite delegations from ten selected transition economies were invited for a three-day discussion on actions taken and results achieved concerning the follow-up on the World Summit for Social Development. A report focusing on ten transition economies (Azerbaijan, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Kazakhstan, Poland, Russian Federation and Ukraine) was prepared for the meeting and subsequently published.[34] It highlighted the achievements and problems concerning employment, unemployment, wages and incomes, and social security and outlined an employment-promotion strategy. The report also revealed that there are great doubts as to how to achieve the objectives of the Social Summit adequately. Although all participants concurred that full and productive employment was a major goal, it was agreed that the countries faced enormous problems in designing and implementing effective employment promotion policies. Most countries have set up an institutional framework for labour market policies but find it difficult to come up with comprehensive employment promotion strategies and practical employment promotion programmes. Setting up institutions has proved not to be enough and there is an urgent need to strengthen their capacities. Furthermore, there is little coordination between the different policy areas in most countries. Monetary policy, fiscal policy, industrial policy, educational policy, labour market policy, and other policy areas which have a strong effect on a country's employment situation generally have no clearly pronounced common objectives and are not harmonized. There is a need for a comprehensive employment promotion strategy, capable of fine-tuning the actions in these policy areas so that they might mutually reinforce each other and help attain the common goal of full and productive employment. This implies as well that the responsibility for employment promotion is a shared responsibility of many different areas of government and society and not only of labour ministries and employment services. Promoting employment should encompass the creation of an enabling environment for enterprise activity and investment combined with a strong social dimension, assuring adequate remuneration and social security and a decent living standard. Special attention is needed to support small enterprises and to restructure uncompetitive sectors and enterprises in order to modernize the economies in the region. Employment promotion should include a continuous upgrading of the quality and competitiveness of human resources through adequate training and education. The conclusions and recommendations of this meeting were subsequently examined in the context of the International Consultation concerning the Follow-up to the World Summit for Social Development, held in Geneva in November 1999.

ILO Balkan task force

At the high-level inter-agency meeting on 14 May 1999, chaired by the United Nations Secretary-General, the Director-General of the ILO gave his view on ILO orientation and activities supporting the process of reconstruction and reconciliation in Kosovo. All activities should be based on —

> fundamental principles and values, from basic human rights to specific technical standards. These should be pragmatically integrated and kept in mind throughout the process ... The ILO technical cooperation programmes and other assistance to conflict-affected regions will seek to promote the principles and rights inspired by international labour standards, as integral components of basic human rights and of people's rights to development. The ILO also emphasizes the importance of full involvement of social partners and civil society, alongside government, in any policy and development dialogue ... I believe that it is equally key to ensure "local ownership" of programmes in post-conflict situations.

Technical cooperation

Technical cooperation within Europe has undergone far-reaching changes both in terms of the programming framework adapted to crisis situations and medium-term social and economic development. During the biennium, the ILO and UNDP worked together on poverty issues and support for policy and programme development (SPPD) projects were approved concerning development, employment promotion and the social integration of former military officers. A number of activities related to the promotion of social dialogue are being developed and implemented in Moscow, Saratov and Samara, as well as in Belarus and Ukraine. Two projects are currently in progress: the International Centre for Modular Skills Training, located in Moscow, and a training-of-trainers project in St. Petersburg. A similar project is under implementation in Ukraine. A three-year project on the management of trade union education systems is focusing on training methodology, information dissemination and management strategies for trade union education with the Russian Federation. Employers' organizations of Central Asia and the Caucasus are being assisted and workers' and employers' organiza-

ILO's comprehensive response to the crisis in Kosovo

The International Labour Organization's principal role in South-East Europe — and more specifically in Kosovo — is to participate in the creation of opportunities for women and men in securing decent employment and income. The international community has the responsibility of reintegrating the war-affected population into a new, peaceful and civil society. The ILO has developed a comprehensive response to the crisis, composed of the following elements:

(a) Emergency employment creation through labour-intensive methods. Employment-intensive work programmes are often the first interventions requested by a country emerging from conflict. Such programmes provide employment and opportunities to relieve acute distress. At the same time they will help to rebuild the key infrastructures which will, in turn, bring about further development and create new jobs and provide income.

(b) Vocational training and promotion of small and medium-sized enterprises including training and skills retraining of returnees and ex-combatants, microfinance, small enterprise development and local economic development.

(c) Social protection schemes including social security, social assistance and social safety nets. Both short-term social safety nets and social protection are vital to consolidate peace. The safety nets and social protection systems that existed before the conflict will require revision, taking into account the increase in the number of vulnerable groups and the inadequacy of existing social insurance to address this need.

(d) Institutional capacity building, the promotion of social dialogue, reconciliation and social healing and appropriate labour law framework. A solution must also be found to the social inequality, clearly one of the root causes of the conflict, that previously characterized Kosovar society and workplaces. In order to avoid discrimination, especially in the labour field, measures should be taken at the legislative, institutional and administrative levels, but above all, by way of a broad-based social dialogue amongst key social partners.

To implement this action plan, a task force was set up which elaborated a number of project ideas and documents which were submitted to the donor conferences held in Brussels on 28 July 1999 and 17 November 1999. The identification of projects and coordination with UNMIK (United Nations Mission in Kosovo) and other international actors present in Kosovo are carried out by the ILO Pristina Support Unit which was set up in August 1999. At the moment of writing this report a number of governments had indicated their interest in financing ILO projects in the field of vocational training, SME development and social protection.

tions of Central Europe are being assisted through projects. In Belarus, projects on poverty alleviation, pension reform and modular training systems are under implementation. The UNDP is financing anti-poverty projects in the three Baltic States, in Uzbekistan and in Kazakhstan, human development programmes in the Czech Republic, Hungary, the Republic of Moldova and Slovakia, a wage policy project in Albania and, jointly with the ILO, a project on social budget modelling in Ukraine. The ILO, through the UNDP, was able to mobilize over US$2.2 million for technical cooperation programmes in Bosnia and Herzegovina over the 1998-99 period, with support from several donors. Start and Improve Your Business (SIYB) projects are under implementation in Kazakhstan and Kyrgyzstan. A project on the management of social assistance systems is under implementation in Albania and a project on labour inspection was initiated in Bulgaria.[35]

Child labour

IPEC has been active in Europe since the start of the programme. In Romania, following substantive preparatory work, a comprehensive programme to assist the Government of Romania was developed. The aims include: (i) preventing the increase of child labour; (ii) building the capacity of concerned governmental and non-governmental agencies; (iii) conducting quantitative and qualitative research to assess the extent and nature of the child labour problem; and (iv) raising public awareness about child labour within the country. It is expected that a Memorandum of Understanding (MOU) will be signed in early 2000. In St. Petersburg (Russian Federation) a programme for working street children is being implemented. Relevant institutions in St. Petersburg will be given the capacity to deal effectively with the problem of working street children, and be provided with direct assistance. Preparatory activities are also under way in the Russian Federation to initiate action against child labour at the national level. In Albania, an MOU was signed between the Government of Albania and the ILO in June 1999. A summary programme document has been developed and approved by the Government of Albania to initiate a direct action programme on street children, children working in agriculture and child trafficking. Funding has been secured for the first phase of the programme. A child labour survey in Ukraine, supported by IPEC (SIMPOC), has been under way since the beginning of this year. During the presentation of the results of the first round, some ideas for concrete action were formulated. A child labour survey is currently being conducted in Georgia. A programme development mission was recently undertaken to Kyrgyzstan to initiate IPEC activities. National consultants have been identified to carry out a study on child labour.

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6

Service and support

Internet and Intranet

A key development during the 1998-99 biennium has been the widespread use of Internet and Intranet to access information and this has been exploited both as a means of dissemination of information to constituents (the on-line publication of the Report of the Director-General on the activities of the ILO since 1996 is one such example) and within the Office. Naturally the Internet and Intranet are important information-gathering tools for officials both at headquarters and in the field.

The trilingual ILO websites (both Internet and Intranet) have been reorganized to reflect the new organizational structure and redesigned for easier access. An effort has been made to render them more visible by adding thematic searches using a new search engine and further creating comprehensive thematic websites. In addition, the Intranet was further enhanced for the use of ILO officials in Geneva and in the regions, on which internal circulars and reports were posted. An ILO mirror site for the Americas at Cornell University was set up to distribute access, relieving some of the bandwidth and access time problems. Publicity material (business card-sized CD-ROMS, brochures and postcards) promoting the ILO website was produced and disseminated during the ILO Enterprise Forum and will continue to be distributed to delegates and other constituents.

Information technology

The responsibility for the development and maintenance of computer applications was devolved to departments in Geneva and in the regions, while the central programme became more focused on information technology. The fully networked ILO now enables the field structure to have full access to electronic information at headquarters and vice versa through e-mail and access to the Internet/Intranet. Although there has been a minimal reduction of distributed printed material, a culture change is needed to turn the ILO into a paperless office.

The impact analysis of the year 2000 problem (Y2K) was completed in early 1998 and the Y2K compliance project was officially launched to ensure full compliance of the mainframe-based applications, mini-computers service platforms and PCs at headquarters and in the field. The project was completed at the end of 1999 and the Office thus successfully avoided any Y2K problems.

Finance

Extensive testing took place to ensure financial computer systems were Y2K-compliant and contingency plans were drawn up for financial operations. Installation of PC-based software was completed for imprest accounts, local payrolls, budget preparation and management in external offices in Africa, the Arab States, Asia, Europe and the Americas together with related training for programme and financial staff using these applications. Similarly, PC-based software was installed to permit programme managers at headquarters to establish, approve and control financial obligations concerning their programmes.

Initial analysis and development took place on a strategic approach to the replacement of the ILO's computerized financial systems, development of ILO user requirements, improvements in electronic banking facilities and the rationalization of bank and imprest account management.

Internal administration

The construction of the ILO office in Islamabad was completed and the offices in Beirut, Moscow and Yaoundé were renovated.

In order to ensure that services were managed in a rational and economical way, statutory procedures concerning transport and travel were revised, work on a unified procurement and inventory computer system began and outsourced contracts were reassessed with a view to reducing costs.

Programming and management

The reform and modernization process initiated by Director-General Somavia became operational in 1999, a year which saw the setting in motion of a process of strategic budgeting in a move away from the previous structure based on 39 major programmes to one centred on four strategic objectives and their corresponding operational objectives. Under each strategic objective, a number of international focus (InFocus) programmes were identified. The budget review undertaken during 1999 revealed opportunities for increases under some budget envelopes and reductions in others. Development needs and gender dimensions are cross-cutting issues which must be considered for the purpose of defining specific activities under all the strategic objectives. The Programme and Budget proposals for 2000-01 that were prepared by the Bureau of Programming and Management along these lines met with strong consensus in the Governing Body in March 1999,[1] at the International Labour Conference at its 87th Session in June 1999[2] and at the Governing Body at its 276th Session in November 1999.[3]

In the final semester of the biennium, the Bureau assisted the Director-General in the development of structural reforms and management initiatives based on the strategic objectives. A Senior Management Team was formed at headquarters, the Office's technical programmes were restructured around the four strategic objectives and an internal structure was established for each technical sector. For each operational objective, work began on identifying performance indicators, establishing cost-effective ways of measuring progress for each indicator, and setting realistic but challenging targets for achievement within the biennium. An in-depth review of the Office's monitoring, evaluation and reporting system was started with a view to making it more flexible and more responsive to the new strategic budgeting framework.

A review was launched of measures to strengthen field services and to make them even more responsive to ILO constituents and priorities. Efforts were also made to identify how the support services could improve the quality of their work while identifying savings that could be used for action in favour of constituents. In addition to the savings identified, some progress was made in setting service standards, so that results-based budgeting techniques could be applied throughout the Office in 2000.

Personnel

A review of personnel policies, practices and institutions in the ILO which took place in the second semester of 1999 concluded that they were outdated and inappropriate to the effective delivery of the mission and strategy of the ILO. If the ILO was to be able to deliver the highest quality products and services, its people management strategy must ensure:

- high organizational capability and flexibility;
- high levels of individual, team and organizational motivation; and
- a fair deal at work.

A new strategy framework for people and career development was formulated and the new human resources strategy for the ILO was presented to the Programme, Financial and Administrative Committee of the Governing Body at its 276th Session in November 1999. The key elements of this strategy were:

- core human resource issues;
- personal and career development;
- prospection, recruitment and selection;
- classification;
- people management skills;
- employee relations; and
- external awareness.

Once it had obtained the views of the Governing Body in order to have a shared understanding of the direction to be taken on the human resources strategy envisaged, the Office undertook to carry out further consultations — including with the Staff Union and within the common system — so that further detailed changes in practices and procedures could be elaborated during 2000 and resubmitted to the Governing Body.

In the area of health insurance a major achievement was made in the development and implementation of the Health Insurance Information System (HIIS) to enable rationalization of the accounting and payments processes. This system became operational in 1999 and represented a major computerized cost-containment tool. In parallel, financial responsibility was delegated to the Staff Health Insurance Fund management. Negotiations with a number of medical care providers for reduced costs and prices also proved successful. In spite of the extra workload imposed by the establishment of the HIIS, delays in the reimbursement of medical claims experienced in the 1996-97 biennium did not recur. This was due to improved work organization measures adopted at the recommendation of a Management Advisory Services review, as well as to careful monitoring.

Although the development of the Personnel Information and Payroll System (PERSIS) fell behind schedule, the entitlement module of the system was completed for final verification in 1999.

Publications

The biennium witnessed the establishment of an integrated publication process, comprising topic selection, manuscript preparation, a review process, revision, editing, translation, production, marketing and

sales. This called for tighter scheduling and placed greater emphasis on a multi-level review process aimed at ensuring quality control. Enhanced visibility came from the development of the ILO publications website, with an e-commerce capability allowing secure payment by credit card, the opening of a new, enlarged and much more attractive bookshop, and the development of a wide range of marketing and promotional instruments, such as publications catalogues in three languages, new title flyers, bulletins and information kits, subject brochures, and book review publicity kits. A market-driven approach announced new ILO titles to the book trade in advance of their publication.

The Publications Bureau delivered 39 new books, including nine translations into French and Spanish, and was involved in the marketing and sale of a further 26 new publications. The fourth edition of the *Encyclopaedia of Occupational Health and Safety* became available in a four-volume print version and on CD-ROM. Promotion and sale of this landmark 4,000-page reference work was aided by the creation of an *Encyclopaedia* website. During the biennium, the ILO's flagship journal, the *International Labour Review*, featured special issues on "Labour rights, human rights" and "Women, gender and work". The biennium also saw the development of the electronic version of the *Review* in all three working languages. This marks the ILO's first on-line subscription product.

Relations and meetings

A key feature of the Relations and Meetings programme during the biennium was the restructuring and modernization of the document production and distribution operation by means of:

- the introduction of computer-generated printing equipment and new desk-top publishing and text processing software; and
- the reorganization and streamlining of work distribution and work methods, including the creation of a specialized computer unit to manage the change effectively.

This restructuring resulted in increased productivity, cost reduction and faster, improved service. The expenditures incurred were fully counterbalanced by productivity gains; as a result the new strategy, expected to yield benefits in future biennia, was implemented at no additional cost.

One of the benefits of the new technology was the considerably faster conversion of text for document dissemination on the Internet. Indeed, the efforts of the previous biennium to make all official documents available on the Internet have been consolidated. This approach has meant a much wider and faster dissemination of ILO documents everywhere — although it has not replaced hard-copy distribution. Nevertheless, the cost of hard copies should diminish in future thanks to the possibility of restricting stocks by printing on demand.

Linguistic staff increasingly used new opportunities provided by the Internet such as a wide variety of terminological databases and specialized on-line dictionaries. Little progress was made, however, on the introduction of computer-assisted translation tools since these have not yet been demonstrated to be cost-effective.

Public information

The Bureau of Public Information (PRESSE) worked under the strategic concept of a media-first information approach while enlarging its professional and technical support to the ILO's constituency and in-house. Through the installation of two specialized multimedia servers the Office was able to broadcast audio and video material in real-time or from recorded media.

The 1998-99 biennium saw the production of 41 video releases as a visual complement to press releases on major ILO achievements. During the visit of President Clinton to the 87th Session of the International Labour Conference (1999), live coverage was set up for transmission in more than 50 European countries. Electronic monitoring registered 421 TV channels transmitting news stories on the International Labour Conference. Video documentaries, such as *The despair and the hope*, were also important tools for sensitizing donor countries in their support of the ILO's programmes.

World of Work, the main source of information for the ILO's constituency, was published ten times during the biennium in five languages and its articles were reprinted by general and specialized press around the world. Chinese, Czech, Danish, Finnish, Hindi, Hungarian, Norwegian, Russian and Swedish editions were also published. In 1999 the English print run of the *World of Work* reached 24,500 issues; the French print run reached 9,000 issues and the Spanish 8,000.

In the 1998-99 biennium the public information site in English, French and Spanish on the Internet featured press releases, an abridged version of video news releases, a photo shop and the complete issue of *World of Work*.

Library

During the 1998-99 biennium the headquarters Library core collection reached over 24 million items. A specific effort was made to increase coverage of the countries from which the Bureau of Library and Information Services receives national statistics, national legislation and official gazettes. The collection is

directly available to its clientele through a worldwide loans service.

Access to the Library's information resources was improved considerably during the biennium following the electronic conversion of several thousand pre-1965 historical records previously stored in the Library's card catalogue. The fifth edition of the *ILO Thesaurus* was published in 1998.

Notes

[1] Governing Body doc. GB.274/PFA/9/1, 274th Session, Geneva, March 1999.

[2] Governing Body doc. GB.274/PFA/9/1, reissued as a supplement to Report II, International Labour Conference, 87th Session, Geneva, 1999.

[3] Governing Body doc. GB.276/PFA/9, 276th Session, Geneva, November 1999.

Annexes

Annex I

Action taken on the resolutions adopted by the International Labour Conference at its 82nd to 87th Sessions (1995-99)

In pursuance of a decision taken by the Governing Body at its 152nd Session (1962), the Director-General's Report to the Conference regularly includes a review of the implementation of resolutions adopted by the Conference over the five preceding years. This annex provides information on the steps taken in 1998 and 1999 to give effect to the resolutions adopted by the Conference at its 82nd to 87th Sessions. Information given in previous years is generally not repeated, and action taken on the implementation of some resolutions is not described at length if the relevant information appears in the main text of the Report.

82nd Session (1995)

As a result of measures adopted to reform the International Labour Conference, there was no Resolutions Committee during the 82nd Session of the Conference.

83rd Session (1996)

The elimination of child labour

See Chapters 1 and 4 for a detailed account of activities in the field of the elimination of child labour. This resolution was an important step in the process leading to the adoption in 1999 of the Worst Forms of Child Labour Convention (No. 182).

Tripartite consultation at the national level on economic and social policy

As a follow-up to this resolution various research and technical cooperation activities have been undertaken to encourage the promotion of tripartite cooperation among the social partners. The Office provided regular technical assistance services to help member States to draft, revise or codify labour laws, taking account of the basic principles of ILO standards. Many meetings, seminars and workshops organized and specifically encouraged the ratification and effective application of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), and related Recommendations (paragraph 11(a) of the resolution).

In addition to the regular cooperation in strengthening the capacity of employers' and workers' organizations, the Office contributed to the promotion of tripartite cooperation through its participation in technical assistance programmes carried out by regional and area offices and MDTs, especially in countries in transition and those facing severe structural adjustment problems. Advisory services were provided in high-level national tripartite consultation bodies in a number of member States (paragraph 11(b) and (c) of the resolution). The Office also undertook a number of studies which directly or indirectly advocated the promotion of tripartite consultation at the national level on economic and social policies.

The restructuring of the ILO, and in particular the establishment of social dialogue as one of four strategic objectives, has already led to significant and more coordinated efforts within the Office to promote tripartite consultations and social dialogue on economic and social policy in 1999 — as reflected in Chapters 1 and 3 of this Report. The new social dialogue initiatives will provide significantly enhanced support for both tripartism and social dialogue in the future.

Employment policies in a global context

In its conclusions concerning employment policies in a global context the 1996 International Labour Conference called on the Office for action at three levels: international (relations with other international agencies and the promotion of standards), national, and through multi-country analysis of issues and data collection. At the international level, the Office has responded by continuing the regular preparation of the *World Employment Report* (*World Employment Report 1998-99: Employability in the global economy — How training matters*), by assisting member States in the effective application of standards, and by strengthening its dialogue with the Bretton Woods institutions. The progress of such dialogue has been regularly reported to the Committee on Employment and Social Policy of the Governing Body. At the national level the Office was asked to continue the series of employment policy reviews; 14 of these have been undertaken. Their analysis of employment problems was an input into the discussion of the International Consultation concerning Follow-up on the World Summit for Social Development (November 1999). Finally the Office was asked to develop an expanded range of indicators of labour market performance which it has done by the collection and publication of Key Indicators of the Labour Market (KILM). Other requests for Office analyses of multi-country experience concerned the impact of trade and financial liberalization on employment (where country studies presented to the Governing Body's Working Party on the Social Dimensions of the Liberalization of International Trade have generated considerable information), government support for training (followed up in the *World Employment Report*), support for small and medium-sized enterprises (where the international small enterprise programme is active), and the possible trade-off between employment growth and social protection. A contribution to the latter was made by the comparative employment policy reviews of four smaller European countries (Austria, Denmark, Ireland and the Netherlands).

84th (Maritime) Session (1996)

Application of the Seafarers' Hours of Work and the Manning of Ships Convention, 1996 (No. 180)

The Conference requested the Office to develop guidelines and standardized formats relating to shipboard working arrangements and hours of work and rest of seafarers, as referred to in Articles 5 and 8 of Convention No. 180.

Since the IMO International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW), 1978, as amended in 1995, also contains provisions on hours of rest and the posting of watch schedules, a joint IMO/ILO working group was established following consultations between the Secretary-General of the IMO and the Director-General of the ILO.

The guidelines and model formats as agreed by the working group were approved by the 69th Session (May 1998) of the IMO's Maritime Safety Committee. At its 273rd Session (November 1998), the Governing Body of the International Labour Office took note of the report of the working group and authorized the Director-General of the ILO to consult with the Secretary-General of the IMO regarding the joint publication of this document.

The IMO/ILO Guidelines for the Development of Tables of Seafarers' Shipboard Working Arrangements and Formats of Records of Seafarers' Hours of Work or Hours of Rest were jointly published in 1999.

IMO/STCW Convention of 1978, as amended, and the application of the Seafarers' Hours of Work and the Manning of Ships Convention, 1996 (No. 180)

The text of the resolution has been communicated to the Secretary-General of the IMO, as well as to ILO member States.

Application of revised Convention No. 9 to the fisheries sector

The Director-General has communicated the resolution to the governments of member States and, through them, to employers'

and workers' organizations, drawing their attention to the promotion of the application of the Recruitment and Placement of Seafarers Convention, 1996 (No. 179), which revises the Placing of Seamen Convention, 1920 (No. 9), to fishermen following consultations between representative organizations of fishermen and fishing vessel owners and the competent authority. The report prepared for the Tripartite Meeting on Safety and Health in the Fishing Industry contains a review of certain ILO Conventions and Recommendations relevant to the fishing industry.

The recruitment and placement of seafarers

The text of the resolution was communicated to the 85th Session of the International Labour Conference in 1997. Seafarers were excluded from the scope of the Private Employment Agencies Convention (No. 181) adopted by that session of the Conference.

Inspection of seafarers' working and living conditions

A draft revising the Code of practice on the inspection of labour conditions on board ship has been prepared. A meeting of experts to discuss the revised code will be proposed at a later stage.

85th Session (1997)

No resolutions were adopted during the 85th Session of the Conference.

86th Session (1998)

Resolution concerning youth employment

A document on youth employment was prepared and discussed by the Governing Body at its 274th Session in March 1999 (document GB.274/ESP/3). Following the decision taken by the Governing Body at its 273rd Session in November 1998, a document on human resources training and development, with a chapter on youth employment, is submitted for general discussion at the 88th Session (2000) of the Conference. The work on youth employment is continuing within the Employment Sector in the 2000-01 biennium under the InFocus Programme on Knowledge, Skills and Employability (see Chapter 2 for details of activities in the field of youth employment).

Resolution concerning the possible adoption of international instruments for the protection of workers in the situations identified by the Committee on Contract Labour

In this resolution the Conference invited the Governing Body: (a) to place these issues on the agenda of a future session of the International Labour Conference with a view to the possible adoption of a Convention supplemented by a Recommendation and to take action so that this process is completed within no more than four years; and (b) to instruct the Director-General to hold meetings of experts to examine at least the following issues arising out of the deliberations of the Committee on Contract Labour: which workers, in the situations that have begun to be identified in the Committee, are in need of protection; appropriate ways in which such workers can be protected, and the possibility of dealing separately with the different situations; how such workers would be defined, bearing in mind the different legal systems that exist and language differences; and to take other measures with a view to completing the work commenced by the said Committee. At its June 1998 session the Governing Body took steps to carry out preparatory work during the 1998-99 biennium for the proposed meetings of experts in subsequent biennia (document GB.272/PFA/1). At its June 1999 session it established the agenda and composition of a tripartite Meeting of Experts on Workers in Situations Needing Protection, to be held in May 2000 (document GB.275/9).

As part of the preparatory work for the Meeting of Experts decided upon by the Governing Body, the Office has undertaken research into the work situations prevailing in 26 countries in order to determine the need for protection of the workers concerned. These situations are: subordinate employment, self-employment, self-employment with an underlying economic dependency, and "triangular employment relationships" — which refer to the possible link between employer, worker and a third party who benefits from their services. Similarly, on the instructions of the Governing Body, informal meetings have been held by region dealing with different legal systems.

Worst forms of child labour

Following discussions on a new Convention and Recommendation concerning child labour, the Conference unanimously adopted a resolution to place the item on the agenda of its 87th Session in June 1999.

The focal point of the ILO's work in this field during the biennium was the adoption by the Conference in June 1999 of the Worst Forms of Child Labour Convention (No. 182) and Recommendation (No. 190) (see other chapters for a detailed account of activities in the field of the elimination of child labour).

87th Session (1999)

Resolution on the widespread use of forced labour in Myanmar

The Conference adopted an unprecedented resolution on the widespread use of forced labour in Myanmar in which it expressed its grave concern at the Government's flagrant and persistent failure to comply with the Forced Labour Convention, 1930 (No. 29), as concluded by an ILO Commission of Inquiry. The resolution states that Myanmar's State Peace and Development Council has continued "to inflict the practice of forced labour — nothing but a contemporary form of slavery — on the people of Myanmar".

At its 276th Session (November 1999) the Governing Body decided to ask the Director-General to prepare an update to his report of May 1999, and to inform the members of the Governing Body by 28 February 2000, "of the measures taken by the Government of Myanmar to give effect to the recommendations of the Commission of Inquiry, taking into account in its preparation all the comments made by the Government of Myanmar, the information provided by the employers' and workers' organizations, and all other reliable sources". It also included on the agenda for its 277th Session (March 2000) a decision as to whether to include on the agenda of the Conference in June 2000 the question of the application to Myanmar of article 33 of the ILO Constitution (see also Chapter 1).

Conclusions concerning the role of the ILO in technical cooperation

The Committee on Technical Cooperation discussed the role of the ILO in technical cooperation and adopted a resolution with conclusions which will guide the ILO in its future conception and management of technical cooperation. The last review of this kind took place in 1993.

The ILO was requested to take steps toward a "strategic orientation of the ILO's technical cooperation policy" by improving focus and impact, consolidating and developing technical excellence, sound management of the technical cooperation programme, effective resource mobilization and programme delivery, improved monitoring and evaluation and a capacity for rapid response. To this end, the Office was requested to provide an implementation plan, including a timetable, to the November 1999 session of the Committee on Technical Cooperation of the Governing Body.

Annex II

Status of regular budget appropriations for the financial period 1998-99 (in US dollars)

Title		Appropriations	Transfers [1]	Revised appropriations	Expenditure
Part I — Ordinary budget					
10	International Labour Conference	10 330 131	(203 106)	10 127 025	9 617 686
20	Governing Body	2 261 778	(111 878)	2 149 900	1 869 338
30	Major Regional Meetings	810 804	(25 971)	784 833	719 706
40	General management	7 837 894	(13 062)	7 824 832	7 792 075
50	International labour standards and human rights	19 744 819	463 927	20 208 746	20 208 746
60	Employment and training	23 552 009	1 263 889	24 815 898	24 815 898
65	Enterprise and cooperative development	10 301 214	315 876	10 617 090	10 617 090
75	Turin Centre	5 130 000		5 130 000	5 130 000
80	Industrial relations and labour administration	11 628 845	(135 644)	11 493 201	11 153 040
85	Multinational enterprises	1 113 433	(60 531)	1 052 902	901 107
90	Working conditions and environment	16 570 956	583 250	17 154 206	17 154 206
100	Sectoral activities	11 771 118	(478 488)	11 292 630	10 092 697
110	Social security	7 494 110	357 543	7 851 653	7 851 653
120	Statistics	7 282 463	(146 486)	7 135 977	6 768 625
125	Development policies	6 561 962	337 517	6 899 479	6 899 479
130	International Institute for Labour Studies	5 079 930	(52 722)	5 027 208	4 894 993
140	Equality for women	1 118 250	347 885	1 466 135	1 466 135
145	Interdepartmental activities	1 330 263	(216 366)	1 113 897	571 303
160	Personnel	15 864 153	523 941	16 388 094	16 388 094
170	Financial services	12 103 599	(190 193)	11 913 406	11 436 447
175	Internal administration	34 253 210	(314 811)	33 938 399	33 148 931
180	Publications	5 970 321	(61)	5 970 260	5 970 107
185	Information technology and communications	12 503 261	1 904 922	14 408 183	14 408 183
190	Library and documentation	7 744 363	57 688	7 802 051	7 802 051
200	Programming and management	5 125 721	(2 580)	5 123 141	5 116 670
210	Legal services	2 703 986	(97 039)	2 606 947	2 363 596
220	Relations, meetings and document services	49 529 687	(843 467)	48 686 220	46 571 010
225	Employers' activities	5 127 634	(91 644)	5 035 990	4 806 170
230	Workers' activities	14 472 652	(755)	14 471 897	14 470 004
235	Public information	5 072 527	(129 731)	4 942 796	4 617 461
240	International relations	3 939 268	338 942	4 278 210	4 278 210
245	Active partnership and technical cooperation	3 180 261	(90 598)	3 089 663	2 862 466
250	Field programmes in Africa	39 615 698	(1 120 115)	38 495 583	35 686 606
260	Field programmes in the Americas	36 643 947	(861 429)	35 782 518	33 622 265
265	Field programmes in Arab States	7 985 753	85 758	8 071 511	8 071 511
270	Field programmes in Asia and the Pacific	39 420 668	(1 479 383)	37 941 285	34 231 351
280	Field programmes in Europe and Central Asia	12 478 546	506 944	12 985 490	12 985 490
290	Other budgetary provisions	20 636 500	(422 022)	20 214 478	19 156 148
	Adjustment for staff turnover	(4 116 734)		(4 116 734)	
TOTAL PART I		480 175 000	–	480 175 000	466 516 548
Part II — Unforeseen expenditure					
	Unforeseen expenditure	875 000	–	875 000	–
Part III — Working Capital Fund					
	Working Capital Fund	–	–	–	–
TOTAL (PARTS I-III)		481 050 000	–	481 050 000	466 516 548
TOTAL 1996-97		579 500 000			505 944 781

[1] As approved at the 277th Session of the Governing Body.

Annex III

Expenditure on technical cooperation programmes, 1998-99 (excluding administrative expenditure)

By source of funding

Source of funds	1998		1999		Total biennium		1998/99 % change
	$'000	% share	$'000	% share	$'000	% share	
Regular budget (RBTC)	7 487	8.0	18 972	20.1	26 458	14.1	153.4
UNDP [1]	24 592	26.2	16 581	17.6	41 174	21.9	–32.6
Trust funds [2] and Multi-bi [3]	57 179	61.0	55 075	58.3	112 253	59.6	–3.7
UNFPA [4]	4 484	4.8	3 825	4.0	8 308	4.4	–14.7
Total	93 742	100	94 452*	100	188 194**	100	0.8

[1] Including projects in which the ILO acts as an associated agency ($6,680,836 for 1998; $5,396,722 for 1999).
Excluding STS projects: ($1,391,615 for 1996 and $1,247,214 for 1997).
[2] Including (a) funds deposited by beneficiary governments; (b) reimbursable expenditure under programmes such as UNEP, UNICEF, UNHCR, etc; (c) development banks.
[3] Multi-bilateral programmes, including associate expert programmes.
[4] United Nations Population Fund.

By geographical region

Region	1998		1999		Total biennium		1998/99 % change
	$'000	% share	$'000	% share	$'000	% share	
Africa	35 357	37.7	32 146	34.0	67 503	35.9	–9.1
Americas	12 727	13.6	13 580	14.4	26 307	14.0	6.7
Arab States	2 341	2.5	4 110	4.4	6 451	3.4	75.6
Asia and the Pacific [1]	19 339	20.6	19 236	20.4	38 575	20.5	–0.5
Europe [2]	5 238	5.6	6 559	6.9	11 798	6.3	25.2
Interregional and global	18 739	20.0	18 821	19.9	37 561	20.0	0.4
Total	93 742	100	94 452*	100	188 194**	100	0.8

[1] Including Afghanistan and the Islamic Republic of Iran.
[2] Including Israel

Expenditure by type of assistance, 1998-99

Type of assistance	1998		1999		Total biennium		1998/99 % change
	$'000	% share	$'000	% share	$'000	% share	
Experts	29 710	31.7	26 233	27.8	55 943	29.7	–11.7
Other personnel [1]	25 048	26.7	25 458	27.0	50 505	26.8	1.6
Training [2]	16 016	17.1	23 303	24.7	39 319	20.9	45.5
Equipment	6 477	6.9	3 342	3.5	9 819	5.2	–48.4
Sub-contracting	11 386	12.1	8 803	9.3	20 189	10.7	–22.7
Miscellaneous	5 106	5.4	7 313	7.7	12 419	6.6	43.2
Total	93 742	100	94 452*	100	188 194**	100	0.8

[1] National experts, external collaborators, locally recruited project staff, United Nations Volunteers and other staff costs.
[2] Including principally fellowships, seminars and in-service training.
* Total expenditure for 1999 is estimated at $97.142 million, which includes estimated expenditure amounting to $2.690 million incurred by UNDP on behalf of the ILO after the closure of accounts.
** Total expenditure for the biennium is estimated at $190.884 million, which includes estimated expenditure of $2.690 million incurred by UNDP and notified to the ILO after the closure of accounts for 1999.

Annex IV

Expenditure on technical cooperation by field of activity and source of funds, 1998-99 (excluding administrative expenditure)

Field of activity	Expenditure 1998 (thousands of dollars)					Expenditure 1999 (thousands of dollars)					1998/99 % change
	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1998	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1999	
Programme											
International labour standards											
Departmental management	270			185	456	970			121	1 091	
Application of standards	4			267	271	237			190	427	
Freedom of association	62				62	140				140	
Equality and human rights	19			544	563	181			709	890	
Labour law information	1			0	1	30			24	53	
	357			996	1 352	1 558			1 045	2 603	92.4
Employment and training											
Departmental management	1 319	619		532	2 469	5 199	257		1 673	7 129	
Vocational rehabilitation	43	782		1 722	2 547	35	723		1 651	2 409	
Technical cooperation	38	6 924		2 569	9 531	334	4 732		2 506	7 573	
	1 400	8 326		4 822	14 548	5 568	5 712		5 830	17 110	17.6
Enterprise and cooperative development											
Departmental management	528	1 023		1 123	2 673	577	1 835		1 191	3 603	
Entrepreneurship and management development	159	5 588		6 299	12 046	46	1 839		5 744	7 629	
Cooperatives	8	1 995		4 252	6 255	358	1 472		3 123	4 953	
Hotel and tourism	13			21	34	17				17	
	707	8 606		11 695	21 009	998	5 146		10 058	16 203	–22.9
Industrial relations and labour administration											
Departmental management	613	24			637	952	1			953	
Labour law and labour relations	51	112		1 839	2 001	352	13		1 936	2 302	
Labour administration	49	26		1 936	2 011	240	16		1 917	2 172	
	713	161		3 775	4 649	1 544	30		3 853	5 427	16.7
Working conditions and environment											
Departmental management [1]	461			10 581	11 042	728			10 988	11 716	
Occupational safety and health				1 024	1 024				617	617	
Conditions of work and welfare facilities	4			449	453	30		21.085	201	251	
Safety and health information				337	337				241	241	
PIACT	304				304	899				899	
	769	0		12 391	13 160	1 656	0	21	12 047	13 724	4.3
Sectoral activities											
Departmental management	64				64	112				112	
Industrial activities	22			407	429	141			321	462	
Maritime industries	62			502	564	85			267	352	
Salaried employees	39				39	121				121	
	187	0		909	1 096	459	0		588	1 047	–4.5
Social security	328	937	104	1 916	3 286	455	914	126	3 142	4 637	41.1
Bureau of Statistics	106	257		67	429	151	226		148	525	22.2
Development policies	163	5 706	4 380	8 471	18 720	887	4 313	3'677	6 953	15 831	–15.4

Expenditure on technical cooperation by field of activity and source of funds, 1998-99 (excluding administrative expenditure)

Field of activity	Expenditure 1998 (thousands of dollars)					Expenditure 1999 (thousands of dollars)					1998/99 % change
	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1998	Regular budget	UNDP	UNFPA	Trust funds and multi-bi	Total 1999	
Institute				35	35				64	64	82.6
Employers' activities	843			884	1 726	1 382			1 400	2 782	61.2
Workers' activities	1 813	3		5 433	7 249	3 894			5 749	9 643	33.0
Miscellaneous [2]	101	597		5 785	6 483	418	240		4 198	4 856	–25.1
Total ILO technical cooperation programmes	**7 487**	**24 592**	**4 484**	**57 179**	**93 742**	**18 972**	**16 581**	**3 825**	**55 075**	**94 452***	**0.8**

[1] Mostly incurred by IPEC.
[2] Includes projects administered by regional offices, MDTs, etc. in various technical fields.
* Total expenditure for 1999 is estimated at $97.142 million, which includes estimated expenditure amounting to $2.690 million incurred by UNDP on behalf of the ILO and notified to the ILO after the closure of accounts.

Annex V

Expenditure on technical cooperation by country and area and by source of funds, 1998-99[1] (in thousands of dollars)

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust funds	Total
Africa						
Regional	*3 434*	*1 282*	*222*	*0*	*11 662*	*16 599*
Algeria	43	0	185	0	0	228
Angola	3	2 774	83	0	209	3 069
Benin	94	0	176	0	334	604
Botswana	58	0	0	286	0	344
Burkina Faso	93	53	0	0	159	306
Burundi	26	13	0	154	0	194
Cameroon	354	243	0	0	48	646
Cape Verde	88	0	0	0	0	88
Central African Republic	17	57	0	0	0	74
Chad	34	1 621	622	0	0	2 277
Comoros	1	823	0	218	0	1 042
Congo	15	39	0	0	0	55
Côte d'Ivoire	126	15	207	0	375	724
Djibouti	62	2	0	0	0	63
Egypt	134	0	0	0	1 308	1 443
Equatorial Guinea	6	0	0	0	0	6
Eritrea	41	15	0	0	54	109
Ethiopia	342	3	0	0	2 557	2 902
Gabon	67	58	0	0	0	125
Gambia	31	198	286	0	0	514
Ghana	143	0	0	0	6	148
Guinea	59	114	0	23	143	339
Guinea Bissau	15	28	0	0	0	43
Kenya	176	1 067	24	0	412	1 678
Lesotho	31	462	0	0	302	795
Liberia	7	907	0	0	0	914
Libyan Arab Jamahiriya	0	287	0	0	0	287
Madagascar	60	404	886	719	1 752	3 820
Malawi	82	251	103	420	0	856
Mali	97	139	390	0	477	1 104
Mauritania	38	13	210	0	161	421
Mauritius	87	25	78	0	0	189
Morocco	91	3	0	0	192	286
Mozambique	85	2 984	354	2	212	3 637
Namibia	232	0	0	304	410	946
Niger	35	14	772	0	1 188	2 010
Nigeria	188	17	89	0	63	357
Rwanda	27	50	0	0	0	78
Sao Tome and Principe	22	0	53	0	0	75
Senegal	662	2	7	0	550	1 221
Seychelles	63	0	0	0	0	63
Sierra Leone	16	35	0	0	547	598
Somalia	0	122	0	0	0	122
South Africa	161	463	0	0	3 824	4 448
Sudan	99	933	20	0	1 115	2168
Swaziland	46	0	0	0	2	47
Tanzania, United Republic of	105	346	53	0	2 739	3 242
Togo	48	493	0	0	0	541
Tunisia	47	51	0	0	0	98
Uganda	35	20	0	0	1 006	1 061
Zaire	47	1 900	0	0	0	1 946
Zambia	91	159	290	0	755	1 294
Zimbabwe	146	0	0	0	1 109	1 255
Total	8 111	18 485	5 109	2 125	33 673	67 503

Expenditure on technical cooperation by country and area and by source of funds, 1998-99[1] (in thousands of dollars)

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust funds	Total
Asia and the Pacific						
Regional	*2 176*	*144*	*0*	*0*	*6 558*	*8 878*
Afghanistan	0	0	1	0	0	1
Bangladesh	251	27	0	172	2 056	2 505
Bhutan	0	9	0	0	0	9
Cambodia	43	3 117	1 572	0	2 233	6 965
China	388	24	134	0	0	546
Hong Kong, China	2					2
Fiji	114	194	0	14	103	425
India	415	8	136	0	1 780	2 339
Indonesia	317	81	0	0	1 041	1 439
Iran, Islamic Republic of	20	0	0	0	0	20
Japan	3	0	0	0	0	3
Kiribati	1	0	38	0	0	38
Korea, Republic of	88	0	0	0	0	88
Lao People's Democratic Republic	60	216	469	0	212	956
Malaysia	87	0	79	0	0	166
Maldives	0	10	0	0	0	10
Mongolia	146	38	0	0	3	187
Nepal	208	0	209	0	1 418	1 835
Myanmar	3	0	0	0	0	3
Pacific Multi Island	0	44	0	0	0	44
Pakistan	376	24	0	65	2 278	2 743
Papua New Guinea	51	976	0	312	2	1 342
Philippines	222	239	618	0	2 157	3 237
Singapore	10	0	0	0	0	10
Solomon Islands	5	0	0	0	0	5
Sri Lanka	175	0	503	0	262	940
Thailand	181	104	0	0	1 526	1 811
Tokelau	0	21	0	0	0	21
Tonga	0	7	1	0	0	9
Viet Nam	86	120	286	0	1 504	1 997
Total	5 428	5 404	4 046	563	23 134	38 575
Americas						
Regional	*2 675*	*-15*	*107*	*1*	*13 837*	*16 605*
Antigua and Barbuda	5	0	0	0	0	5
Argentina	94	0	0	0	71	165
Bahamas	2	0	0	0	0	2
Barbados	59	0	0	0	6	65
Belize	6	0	0	0	0	6
Bermuda	3	0	0	0	0	3
Bolivia	45	13	15	0	90	163
Brazil	256	8	0	0	792	1 055
Canada	8	0	0	0	0	8
Caribbean Islands	324	0	0	0	256	579
Chile	126	0	0	0	182	308
Colombia	151	376	12	0	233	772
Costa Rica	161	0	0	0	232	393
Cuba	45	20	0	0	0	65
Dominica	0	0	0	0	18	18
Dominican Republic	34	0	0	0	0	34
Ecuador	51	390	0	0	0	440
El Salvador	32	27	0	0	0	59
Grenada	2	0	0	0	9	11
Guatemala	42	13	0	59	164	277
Guyana	4	11	0	0	20	35
Haiti	60	49	376	230	240	956
Honduras	34	0	0	0	992	1 025
Jamaica	9	0	0	0	0	9

Expenditure on technical cooperation by country and area and by source of funds, 1998-99[1] (in thousands of dollars)

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust funds	Total
Mexico	320	0	0	0	0	320
Netherlands Antilles	1	0	0	0	0	1
Nicaragua	51	0	0	0	788	839
Panama	66	0	0	0	71	138
Paraguay	57	0	0	0	0	57
Peru	281	48	0	0	521	849
Saint Helena	0	0	0	0	0	0
Saint Kitts and Nevis	0	0	0	0	6	6
Saint Lucia	4	0	0	0	10	14
Saint Vincent and the Grenadines	1	0	0	0	0	1
Suriname	5	2	0	0	0	8
Trinidad and Tobago	60	0	0	0	357	417
Uruguay	122	0	0	0	417	539
Venezuela	36	23	0	0	0	59
Total	5 232	964	509	291	19 311	26 307
Arab States						
Regional, including occupied Arab territories	*1 151*	*-8*	*0*	*0*	*3 330*	*4 473*
Bahrain	147	0	151	0	0	298
Iraq	0	226	0	0	0	226
Jordan	62	10	0	0	8	79
Kuwait	33	0	0	0	19	52
Lebanon	180	107	4	0	59	349
Oman	12	0	0	0	0	12
Qatar	0	0	0	0	0	0
Syrian Arab Republic	141	197	0	0	0	338
United Arab Emirates	6	13	0	0	0	19
Yemen	68	154	383	0	0	605
Total	1 801	698	538	0	3 415	6 451
Europe						
Regional (including EU)	*879*	*0*	*0*	*21*	*1 550*	*2 450*
Albania	3	0	29	0	553	585
Armenia	5	90	0	0	0	95
Azerbaijan	22	0	4	0	85	111
Baltic States	0	5	0	0	0	5
Belarus	52	87	11	0	64	215
Belgium	0	0	0	0	48	48
Bosnia-Herzegovina	17	1 341	319	0	904	2 581
Bulgaria	65	456	270	0	88	878
Croatia	3	0	706	0	0	709
Cyprus	2	0	0	0	54	56
Czech Republic	11	51	0	0	0	61
Estonia	26	22	0	0	18	66
Finland	8	0	0	0	0	8
France	4	0	0	0	0	4
Georgia	16	96	253	0	95	460
Hungary	8	63	0	0	42	112
Israel	85	0	0	0	0	85
Kazakhstan	35	0	0	0	132	167
Kyrgyzstan	43	0	0	0	0	43
Latvia	19	56	0	0	0	75
Lithuania	21	29	0	0	0	49
Macedonia, the former Yugoslav Republic of	7	0	0	0	0	7
Malta	2	0	0	0	0	2
Moldova, Republic of	17	78	0	0	0	95
Netherlands	0	0	0	0	17	17
Poland	16	10	0	0	(1)	25
Portugal	5	0	0	0	0	5

Expenditure on technical cooperation by country and area and by source of funds, 1998-99[1] (in thousands of dollars)

Country or territory	Regular budget	UNDP (executing agency)	UNDP (associated agency)	UNFPA	Trust funds	Total
Romania	32	45	0	0	2	78
Russian Federation	523	42	138	0	487	1 190
Slovakia	17	60	0	0	0	77
Spain	2	0	0	0	16	18
Tajikistan	0	0	20	0	0	20
Turkey	36	3	0	0	587	626
Ukraine	129	232	10	0	43	414
Uzbekistan	0	356	0	0	0	356
Yugoslavia	4	0	0	0	0	4
Total	2 113	3 121	1 760	21	4 782	11 798
Interregional	3 773	425	116	5 309	27 938	37 561
Total	26 458	29 096	12 078	8 308	112 253	188 194*

[1] Not including administrative expenses. Negative figures (in brackets) indicate previous year adjustments.

* Total expenditure for the biennium is estimated at $190.884 million, which includes estimated expenditure of $2 690 million incurred by UNDP and notified to the ILO after the closure of accounts for 1999.

Annex VI

*Meetings held in 1998-99**

The Governing Body decided at its 274th Session (November 1998) to increase by one day the duration of Regional Meetings — originally set at three days under the new arrangements that were adopted for this type of meeting in November 1995.

Title	Programme	Place and date of meeting
A. Major advisory meetings		
Regional Meetings	30	
Fourteenth American Regional Meeting		Lima, 24-27 August 1999
Ninth African Regional Meeting		Abidjan, 8-11 December 1998
Sectoral meetings	100	
Tripartite Meeting on Employment and Industrial Relations Issues in Oil Refining		23-27 February 1998
Tripartite Meeting on the Human Resources Dimension of Structural and Regulatory Changes and Globalization in Postal and Telecommunications Services		20-24 April 1998
Tripartite Meeting on Technology and Employment in the Food and Drink Industries		18-22 May 1998
Joint Meeting on Terms of Employment and Working Conditions in Health Sector Reforms		21-25 September 1998
Tripartite Meeting on the Impact of Flexible Labour Market Arrangements in the Machinery, Electrical and Electronic Industries		26-30 October 1998
Joint Meeting on Human Resource Development in the Public Service in the Context of Structural Adjustment and Transition		14-18 December 1998
Tripartite Meeting on Voluntary Initiatives Affecting Training and Education on Safety, Health and Environment in the Chemical Industries		22-26 February 1999
Tripartite Meeting on Managing the Privatization and Restructuring of Public Utilities		12-16 April 1999
Tripartite Meeting on Social and Labour Issues in Small-scale Mines		17-21 May 1999
Symposium on the Social and Labour Consequences of Technological Developments, Deregulation and Privatization of Transport		20-24 September 1999
Tripartite Meeting on the Human Resource Implications of Globalization and Restructuring in Commerce		25-29 October 1999
Tripartite Meeting on Safety and Health in the Fishing Industry		13-17 December 1999
B. Other meetings		
Committee of Experts on the Application of Conventions and Recommendations	50.2	26 November – 11 December 1998 25 November – 10 December 1999
Meeting of Experts on Labour Statistics: Occupational Injuries	120	30 March – 3 April 1998
Tripartite Meeting of Export Processing Zone-Operating Countries	80.3	28 September – 2 October 1998
Sixteenth International Conference of Labour Statisticians	120	6-15 October 1998
Meeting of Experts on Ambient Factors at the Workplace	90.2	27 January – 2 February 1999
International Symposium on the Future of Employers' Organizations	225	19-21 April 1999
Meeting of Experts on Labour Inspection and Child Labour	90.1	27 September – 1 October 1999
International Symposium on Trade Unions and the Informal Sector	230	18-22 October 1999
International Consultation concerning Follow-up on the World Summit for Social Development	60.2	2-4 November 1999
Second ILO Enterprise Forum	65.6	5-6 November 1999

* All meetings were held in Geneva unless otherwise stated.

Annex VII

New priced publications issued in 1998-99

PUBLICATIONS FROM THE INTERNATIONAL LABOUR OFFICE, GENEVA

Adjustment, employment and missing institutions in Africa: The experience in Eastern and Southern Africa, edited by W. van der Geest and R. van der Hoeven. Co-published with James Currey Limited, Oxford, United Kingdom.

The Asian financial crisis: The challenge of social policy, by E. Lee (also available in French and Spanish).

Management consulting: A guide to the profession. Third (revised) edition, by M. Kubr (also available in French and Spanish).

Credit unions and the poverty challenge: Extending outreach, enhancing sustainability, edited by B. Balkenhol.

Design, monitoring and evaluation of technical cooperation programmes and projects: A training manual (also available in French and Spanish).

Employment and labour market policies in transition economies, by E. Nesporova.

Employment-intensive infrastructure programmes: Capacity building for contracting in the construction sector: Guidelines, by P. Bentall, A. Beusch and J. de Veen.

Employment-intensive infrastructure programmes: Labour policies and practices, by D. Tajgman and J. de Veen.

Employment revival in Europe: Labour market success in Austria, Denmark, Ireland and the Netherlands, by P. Auer.

Encyclopaedia of Occupational Health and Safety. Fourth edition, print and CD-ROM set, edited by J. Mager Stellman. Four volumes.

Freedom of association: A user's guide — Standards, principles and procedures of the International Labour Organization, by D. Tajgman and K. Curtis.

Freedom of association: An annotated bibliography (trilingual English, French and Spanish).

A libertade sindical: Recopilação de decisões e princípios do Comité de libertade sindical do Conselho de administração da OIT.

The future of urban employment.

Gender and jobs: Sex segregation of occupations in the world, by R. Anker.

Gender equality and occupational segregation in Nordic labour countries, by H. Melkas and R. Anker.

HIV/AIDS and employment, edited by L. N'Daba and J. Hodges-Aeberhard.

ILO law on freedom of association: Standards and procedures (in Arabic, Chinese, German, Portuguese and Russian; already published in English, French and Spanish).

ILO principles concerning the right to strike, by B. Gernigon, A. Odero and H. Guido (also available in French and Spanish).

ILO Thesaurus: Labour, employment and training terminology. Fifth edition (multilingual, in English, French, Spanish and German).

IMO/ILO Guidelines for the Development of Tables of Seafarers' Shipboard Working Arrangements and Formats of Records of Seafarers' Hours of Work or Hours of Rest. Co-published with the International Maritime Organization, London.

Improve Your Business: Basics, International edition, by M. Borgenvall, H. Jarskog, B. Murray and C. Karlstedt (this edition adapted by H. Jarskog).

Improve Your Business: Basics. Trainer's guide, International edition, developed by H.N. Sahar, M. Asa'd, S.A. Shafi, C. Karlstedt and H. Jarskog (this edition adapted by H. Jarskog).

Improving working conditions and productivity in the garment industry: An action manual, edited by J.C. Hiba.

L'inspection du travail: Manuel d'éducation ouvrière. Second edition.

International labour standards: A workers' education manual. Fourth edition (also available in French and Spanish).

International Standard Classification of Occupations (ISCO-88). Co-published with Finstatinform, Moscow (in Russian).

Key Indicators of the Labour Market (KILM) 1999, print and CD-ROM set, and *Key Indicators of the Labour Market (KILM): Country profiles*, 1999 edition.

Management development: A guide to the profession, edited by J. Prokopenko.

Maritime labour Conventions and Recommendations, including standards relating to fishing, dock work and inland migration. Fourth edition.

Negotiating flexibility: The role of the social partners and the State, edited by M. Ozaki.

Réforme des retraites et concertation sociale: Royaume-Uni, Etats-Unis, Allemagne, Japon, Suède, Italie, Espagne, edited by E. Reynaud.

The roles of evaluation for vocational education and training: Plain talk on the field of dreams, by W. Norton Grubb and P. Ryan. Co-published with Kogan Page Limited, London.

Safety and health in forestry work: An ILO code of practice, 1998 (also available in French and Spanish).

Le secteur informel en Afrique face aux contraintes légales et institutionnelles, by C. Maldonado et al.

The sex sector: The economic and social bases of prostitution in Southeast Asia, edited by L.L. Lim.

Sexual harassment: Addressing sexual harassment in the workplace, A management information booklet — An ILO survey of company practice, by A. Reinhart.

Social security for the excluded majority: Case studies of developing countries, edited by W. van Ginneken.

Statistics on occupational wages and hours of work and on food prices: October Inquiry results, 1997 and 1998 (trilingual English, French and Spanish).

Successes in anti-poverty, by M. Lipton.

Violence at work, by D. Chappell and V. di Martino (also available in French).

Work organization and ergonomics, edited by V. di Martino and N. Corlett.

Workers without frontiers: The impact of globalization on international migration, by P. Stalker. Co-published with Lynne Rienner Publishers Inc., Boulder, Colorado, United States.

World Employment Report 1998-99: Employability in the global economy — How training matters (also available in French and Spanish).

Yearbook of Labour Statistics, 1998, 57th issue (trilingual), together with: *Sources and Methods: Labour Statistics*, Vol. 8: *Occupational injuries* (trilingual English, French and Spanish).

Yearbook of Labour Statistics, 1999, 58th issue (trilingual), together with: *Sources and Methods: Labour Statistics*, Vol. 9: *Transition countries* (trilingual English, French and Spanish).

Series

Quantitative Methods in Social Protection series

Actuarial mathematics of social security pensions, by S. Iyer.

Modelling in health care finance: A compendium of quantitative techniques for health care financing, by M. Cichon, W. Newbrander, H. Yamabana, A. Weber, C. Normand, D. Dror and A. Preker.

Social Security series

No. 1: *Social security principles.*

No. 2: *Administration of social security.*

No. 3: *Social security financing.*

No. 4: *Pension schemes.*

Occupational Safety and Health series

No. 71: *Safety in the use of radiofrequency dielectric heaters and sealers: A practical guide.*

No. 72: *Technical and ethical guidelines for workers' health surveillance* (also available in French and Spanish).

Multinational Enterprises Programme Working Papers

No. 80: *Export processing zones in Bangladesh: Economic impact and social issues*, by D. Bhattacharya.

No. 82: *Les entreprises multinationales dans l'industrie du textile-habillement en Tunisie: L'impact économique et social*, by R. Meddeb.

No. 83: *European works councils in multinational enterprises: Background, working experience*, by R. Blanpain.

No. 84: *The impact of multinational enterprises on employment, training and regional development in Namibia and Zimbabwe: A preliminary assessment*, by O. Iyanda.

No. 85: *Japanese multinationals in Australia: Employment policies and industrial relations, 1990-97*, by P. Drysdale and R. Farrell.

No. 86: *Employment, working conditions and labour relations in offshore data services enterprises: Case studies of Barbados and Jamaica*, by L.L. Dunn and H.S. Dunn.

International Labour Conference (selected publications)

Decent work, Report of the Director-General to the International Labour Conference, 87th Session, Geneva, 1999 (also available in French, Spanish, Arabic, Chinese, German and Russian).

ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, adopted by the International Labour Conference at its 86th Session, Geneva, 1998 (also available in French, Spanish, Arabic, Chinese, German and Russian).

Reports to the 86th (1998) and 87th (1999) Sessions of the International Labour Conference have been issued in English, French, Spanish, Arabic, Chinese, German and Russian.

Sectoral Activities Programme (selected publications, available in English, French and Spanish)

Employment and industrial relations issues in oil refining. Report for discussion, 1998.

Human resource implications of globalization and restructuring in commerce. Report for discussion, 1999.

Human resources development in the public service in the context of structural adjustment and transition. Report for discussion, 1998.

The impact of flexible labour market arrangements in the machinery, electrical and electronic industries. Report for discussion, 1998.

Labour and social issues relating to export processing zones. Report for discussion, 1998.

Managing the privatization and restructuring of public utilities (water, gas and electricity). Report for discussion, 1999.

Safety and health in the fishing industry. Report for discussion, 1999.

Social and labour issues in small-scale mines. Report for discussion, 1999.

Structural and regulatory changes and globalization in postal and telecommunications services: The human resources dimension. Report for discussion, 1998.

Symposium on the social and labour consequences of technological developments, deregulation and privatization of transport. Report for discussion, 1999.

Technology and employment in the food and drink industries. Report for discussion, 1998.

Terms of employment and working conditions in health sector reforms. Report for discussion, 1998.

Voluntary initiatives affecting training and education of safety, health and environment in the chemical industries. Report for discussion, 1999.

Periodical publications

The following publications have been issued regularly: *International Labour Review* (in English, French and Spanish); *Bulletin of Labour Statistics* (trilingual); *International Labour Documentation* (in English); *Labour Education* (in English, French and Spanish); *Official Bulletin* (in English, French and Spanish); and *Judgments of the Administrative Tribunal of the ILO* (in English and French).

Electronic products and videos

Encyclopaedia of Occupational Health and Safety, edited by J. Mager Stellman. Fourth edition, print and CD-ROM set.

I am a child. Video (in Japanese).

ILOLEX on CD-ROM: A database of international labour standards, 1998 and 1999 editions (trilingual English, French and Spanish).

Key Indicators of the Labour Market (KILM). Print and CD-ROM set.

Portworker Development Programme. CD-ROM.

Her way to work: The road to quality jobs for women. Video (also available in French and Spanish).

The face of decent work. Video (also available in French and Spanish).

International Institute for Labour Studies

Bibliographical series

No. 19: *Firms of the future: Economic efficiency and social performance* (also available in French and Spanish).

Research series

No. 111: *Social exclusion: An ILO perspective*, edited by J.B. Figueiredo and A. de Haan.

International Training Centre of the ILO, Turin

Développement du système de formation professionnelle et technique — Guide pratique, by N. Karaborni and H. Hossenmamode.

Développement d'une politique nationale de productivité: Une approche tripartite, by H. Hossenmamode.

Grass-roots organizations, decentralization and rural development: African experiences in the 1990s, edited by H. Holmén and E. Luzzati.

Making privatization work, by G. Manu and K. Khaw.

PUBLICATIONS IN THE FIELD

ILO Regional Office for Latin America and the Caribbean

Flexibilización en el margen: La reforma del contrato de trabajo, by V.E. Tokman and D. Martínez.

Pensiones en América Látina: Dos décadas de reforma, by A. Bonilla García and A.H. Conte-Grand.

Perú: El sector informal — Frente al reto de la modernización, by E. Chávez O'Brien, A.M. Yáñez, C. Luna Victoria, R. de la Flor, S. Fuentes Acurio and M. Robles Chávez.

Productividad y empleo en la apertura económica, by V.E. Tokman and D. Martínez.

ILO Multidisciplinary Technical Advisory Team, Santiago

Chile: Crecimiento, empleo y el desafío de la justicia social. United Nations report coordinated by the International Labour Office.

Reestructuración, integración y mercado laboral: Crecimiento y calidad del empleo en economías abiertas.

CINTERFOR — Inter-American Centre for Research and Documentation on Vocational Training, Montevideo

Competencia laboral: Sistemas, surgimiento y modelos, by L. Mertens.

La eficiencia productiva: Cómo funcionan las fábricas, by J. Ruffier.

Formación y empresa, by G. Labarca.

Formación profesional en la negociación colectiva, by O. Ermida Uriarte and J. Rosenbaum Rimolo.

Juventud, educación y empleo.

Por una segunda oportunidad: La formación para el trabajo de jóvenes vulnerables, edited by C. Jacinto and M.A. Gallart.

El saber obrero y la innovación en la empresa: Las competencias y las calificaciones laborales, by E. Rojas.

Seguridad en la construcción: Manual para delegados de obra en seguridad e higiene, edited by L. Montanaro.

Training outlines

No. 3: *Guía para la recuperación de experiencias en procesos de integración normalizada de personas con discapacidad en la formación profesional integra*, by C. Franco de Machado et al.

No. 4: *Gestión bipartita de la formación continua.*

No. 5: *Trabajo y comprensión del mundo*, by V. Plantamura.

No. 6: *Educación para el trabajo en áreas rurales de bajos ingresos: Una estrategia viable de educación no formal*, by M. Espinoza Vergara, J. Ooijens and A. Tampe Birke.

ILO Office in Brasilia

Direito sindical da OIT: Normas e procedimentos.

ILO Caribbean Office in Port-of-Spain

Labour issues in the context of economic integration and free trade: A Caribbean perspective, edited by W. Momm.

ILO East Asia Multidisciplinary Advisory Team, Bangkok

Assisting disabled persons in finding employment: A practical guide, by R. Heron and B. Murray.

Conducting labour inspection visits: A practical guide, by R. Heron, H. Vistisen and K. Yamazaki.

Effective conciliation: A practical guide, by R. Heron and C. Vandenabeele.

Effective negotiation: A practical guide, by R. Heron and C. Vandenabeele.

Glossary of industrial relations and related terms.

Labour administration: An introduction, by R. Heron.

Labour dispute resolution: An introductory guide, by R. Heron and C. Vandenabeele.

Labour inspection policy and planning: A practical guide, by R. Heron, H. Vistisen and K. Yamazaki.

Trainer training for labour administrations: A practical guide, by R. Heron.

Tripartism: An introductory guide, by R. Heron and C. Vandenabeele.

Workplace cooperation: An introductory guide, by R. Heron, D. Macdonald and C. Vandenabeele.

ILO South Asia Multidisciplinary Advisory Team, New Delhi

Employment and labour in South Asia, by T. Anant, K. Sundaram and S. Tendulkar.

PUBLISHED UNDER LICENSING AGREEMENTS WITH COMMERCIAL PUBLISHERS AND NOT-FOR-PROFIT INSTITUTIONS

New titles

Abertura e ajuste do mercado de trabalho no Brasil: Políticas para conciliar os desafios de emprego e competitividade, 1999, Editora 34, Brazil.

Albania in crisis: The predictable fall of the "shining star", by D. Vaughan-Whitehead, 1998, Edward Elgar Publishing Ltd., United Kingdom.

Equal pay in Europe? Closing the gender wage gap, by J. Rubery 1998, Macmillan Press, United Kingdom.

Global labour flexibility: Seeking distributive justice, by G. Standing 1999, Macmillan Press, United Kingdom.

Paying the price: The wage crisis in Central and Eastern Europe, by D. Vaughan-Whitehead, 1998, Macmillan Press, United Kingdom.

Social security for all Indians, by W. van Ginneken, 1998, Oxford University Press India, India.

Value for money? Impact of small enterprise development, by G. Finnegan and M. Harper, 1998, Oxford and IBH Publishing Co. Pvt. Ltd., India.

Translations

Assisting disabled persons in finding employment. A practical guide, Huaxia Publishing House, China (in Chinese).

Child labour: Targeting the intolerable, Report VI(1), International Labour Conference, 86th Session, Geneva, 1998, International Training Centre of the ILO, Italy (in Italian).

Consumer price indices. An ILO manual, Central Bureau of Statistics of the Republic of Croatia, Croatia (in Croatian).

Current international recommendations on labour statistics, Ministry of Labour, Social Affairs and Family, Slovakia (in Slovak).

Effective negotiation. A practical guide:

- Friedrich-Ebert-Stiftung, Indonesia (in Indonesian);
- Confederation of Mongolian Trade Unions, Mongolia (in Mongolian).

Encyclopedia de salud y seguridad en el trabajo. Third edition, Ministry of Labour and Social Affairs, Spain.

Ergonomic checkpoints. Practical and easy-to-implement solutions for improving safety, health and working conditions:

- Environmental and Occupational Medicine Association, Taiwan, China (in Chinese);
- Institute for Science of Labour, Japan (in Japanese);
- Korea Industrial Safety Corporation, Republic of Korea (in Korean);
- Nofer Institute of Occupational Medicine, Poland (in Polish).

First things first in child labour: Eliminating work detrimental to children:

- UNICEF, Spain (in Spanish);

– Ministry of Labour and Social Security, Turkey (in Turkish).

Freedom of association: A workers' education manual. Second (revised) edition, Indonesian Human Resources Foundation, Indonesia (in Indonesian).

Guidelines for studies using the group interview technique: Training papers in population and family welfare education in the work setting, Beijing University, China (in Chinese).

How to select and use consultants: A client's guide, Rosenberger Fachverlag, Germany (in German).

International labour Conventions and Recommendations 1919-1993, and supplements, Ministry of Labour and Social Policy, Poland (in Polish).

International migration statistics: Guidelines for improving data collection systems, Federal Migration Service, Russian Federation (in Russian).

Management of alcohol- and drug-related issues in the workplace: An ILO code of practice, Ministry of Labour, Finland (in Finnish).

Management consulting: A guide to the profession. Third (revised) edition:

– Academy Press, China (in Chinese);
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- Kansas World Trade Center, United States;

LABOCT (October Inquiry results, 1983-96):
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- Economist Intelligence Unit, United Kingdom.

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- Dominica Social Security, Dominican Republic;
- Saint Kitts and Nevis Social Security Board, Saint Kitts and Nevis;
- Social Security Organization, Islamic Republic of Iran.

ILO pension model:
- National Social Security Institute, Sao Tome and Principe;
- Varma-Sampo Mutual Pension Insurance Company, Finland;
- Caisse Nationale de Securité Sociale, Morocco;
- Direccion de Pensiones del Estado de Jalisco, Mexico;
- Dominica Social Security, Dominican Republic;
- Saint Kitts and Nevis Social Security Board, Saint Kitts and Nevis;
- Korean Institute for Health and Social Affairs, Republic of Korea;
- Social Security and National Insurance Trust, Ghana;
- Social Security Office, Thailand;
- Social Security Organization, Islamic Republic of Iran.

ILO population model:
- Social Security Organization, Islamic Republic of Iran;
- Social Security and National Insurance Trust, Ghana;
- Dominica Social Security, Dominican Republic;
- Saint Kitts and Nevis Social Security Board, Saint Kitts and Nevis.

ILO social budget model:
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- Central Pension Security Institute, Finland;
- Dominica Social Security, Dominican Republic;
- Saint Kitts and Nevis Social Security Board, Saint Kitts and Nevis;
- National Pension Insurance Fund, Hungary;
- Social Security and National Insurance Trust, Ghana;
- Social Security Organization, Islamic Republic of Iran;
- Government Actuary's Department, United Kingdom;
- Med Risk International Ltd., United Kingdom;
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Annex VIII

States Members of the ILO at 31 December 1999 (174)

Afghanistan
Albania
Algeria
Angola
Antigua and Barbuda
Argentina
Armenia
Australia
Austria
Azerbaijan
Bahamas
Bahrain
Bangladesh
Barbados
Belarus
Belgium
Belize
Benin
Bolivia
Bosnia and Herzegovina
Botswana
Brazil
Bulgaria
Burkina Faso
Burundi
Cambodia
Cameroon
Canada
Cape Verde
Central African Republic
Chad
Chile
China
Colombia
Comoros
Congo
Costa Rica
Côte d'Ivoire
Croatia
Cuba
Cyprus
Czech Republic
Democratic Republic of the Congo
Denmark
Djibouti
Dominica
Dominican Republic
Ecuador
Egypt
El Salvador
Equatorial Guinea
Eritrea
Estonia
Ethiopia
Fiji
Finland
France
Gabon
Gambia
Georgia
Germany
Ghana
Greece
Grenada
Guatemala
Guinea
Guinea-Bissau
Guyana
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran, Islamic Republic of
Iraq
Ireland
Israel
Italy
Jamaica
Japan
Jordan
Kazakhstan
Kenya
Korea, Republic of
Kuwait
Kyrgyzstan
Lao People's Democratic Republic
Latvia
Lebanon
Lesotho
Liberia
Libyan Arab Jamahiriya
Lithuania
Luxembourg
Madagascar
Malawi
Malaysia
Mali
Malta
Mauritania
Mauritius
Mexico
Moldova, Republic of
Mongolia
Morocco
Mozambique
Myanmar
Namibia
Nepal
Netherlands
New Zealand
Nicaragua
Niger
Nigeria
Norway
Oman
Pakistan
Panama
Papua New Guinea
Paraguay
Peru
Philippines
Poland
Portugal
Qatar
Romania
Russian Federation
Rwanda
Saint Kitts and Nevis
Saint Lucia
Saint Vincent and the Grenadines
San Marino
Sao Tome and Principe
Saudi Arabia
Senegal
Seychelles
Sierra Leone
Singapore
Slovakia
Slovenia
Solomon Islands
Somalia
South Africa
Spain
Sri Lanka
Sudan
Suriname
Swaziland
Sweden
Switzerland
Syrian Arab Republic
Tajikistan
Tanzania, United Republic of
Thailand
The former Yugoslav Republic of Macedonia
Togo
Trinidad and Tobago
Tunisia
Turkey
Turkmenistan
Uganda
Ukraine
United Arab Emirates
United Kingdom
United States
Uruguay
Uzbekistan
Venezuela
Viet Nam
Yemen
Yugoslavia*
Zambia
Zimbabwe

* This refers to the former Socialist Federal Republic of Yugoslavia. Pursuant to decisions taken by the ILO Governing Body on the basis of relevant United Nations resolutions, no State has been recognized as the continuation of that Member.